

ALEXANDRIA
WATERFRONT PLAN
(MASTER PLAN AMENDMENT)

PLANNING COMMISSION

SEPTEMBER 16, 1982

CITY COUNCIL

OCTOBER 16, 1982

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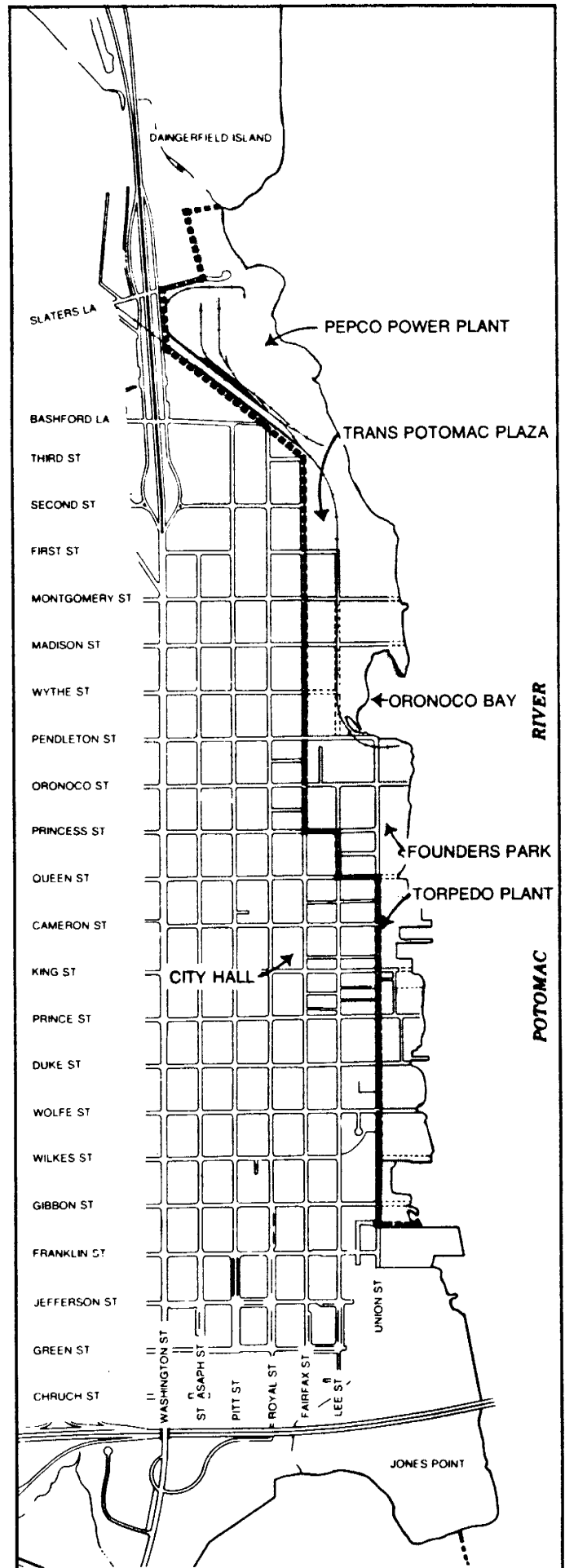
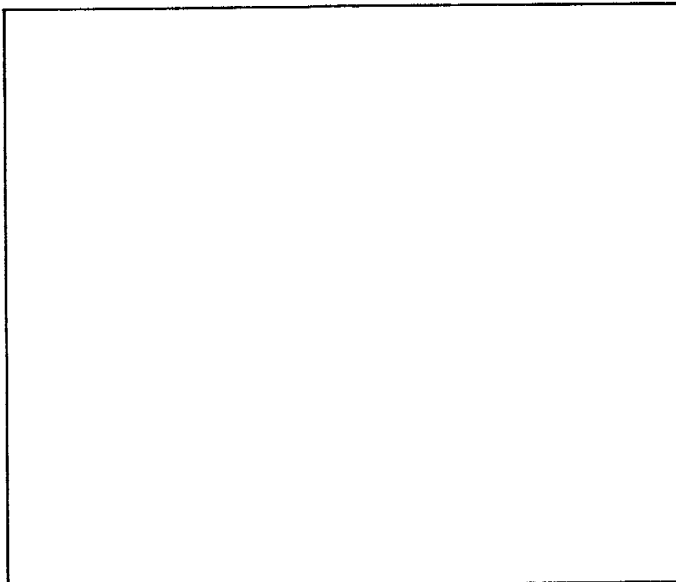
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Photographs By: Patty Enneking, Nina Tisara, Jim Wilson.

figure 1
ALEXANDRIA WATERFRONT
LOCATION AND STUDY AREA BOUNDARY



A Public Hearing was held in May, 1980
to discuss the Joint Land Use Plan.



I. INTRODUCTION AND PURPOSE

The Alexandria Waterfront is the most visible untapped resource in the City of Alexandria. Major improvements to the waterfront, with the exception of the Torpedo Plant Redevelopment Project now underway, have been stymied by the title dispute between the U.S. Department of Justice on the one hand and the City and private claimants on the other. The U.S. Department of Justice is asserting the United States claim to all lands lying east of the 1791 high water mark of the Potomac River at Alexandria in the 1973 lawsuit, U.S. v. Bryant, et. al. This case is still pending before the U.S. District Court.

The National Park Service and the City have worked together for the last two and one half years to devise a joint land use plan to serve as the basis for an out-of-court settlement between the U.S. Department of Justice and the City. This land use plan was presented to the public at a joint public hearing May 14, 1981. On October 6, 1981, City Council approved settlement conditions proposed by the U.S. Department of Justice for five City-claimed properties and certain dedicated public streets and alleys. Included within the proposed stipulation of settlement is the requirement that on or before December 31, 1982, Alexandria will adopt, and will thereafter keep in force, a com-

prehensive plan and zoning ordinance for the Alexandria Waterfront in general accordance with the height and use restrictions shown in the Alexandria Waterfront Draft Joint Land Use Plan issued in May, 1981. The Alexandria Waterfront, as defined in the U.S. Justice Department stipulation of settlement, includes approximately two miles of waterfront between the U.S. General Services Administration owned Ford Plant and the National Park Service owned Daingerfield Island (Figure 1).

The following plan proposes revisions to the adopted long range plan as published in the 1974 Citywide Consolidated Master Plan. This proposed revision addresses all properties within the boundaries of the Alexandria waterfront as shown in Figure 1 as well as the Ford Plant.

The objective of the draft plan is to lay the land use plan foundation for a revitalization of the waterfront balancing commercial vitality and the enhancement of public lands to the end of public enjoyment of the waterfront. The important issue of the kind and extent of park improvements along the waterfront is dealt with only in a very general fashion.

II. PROPOSED LAND USE PLAN

The Long Range Land Use Plan of the Consolidated Master Plan, adopted by City Council in November, 1974, is the City's guide for rezonings and other land use decisions. As mentioned in the introduction, the City has committed itself to adopt by December 31, 1982 a comprehensive plan and zoning ordinance for the Alexandria waterfront. This draft plan addresses proposed changes to the long range land use plan map only. The creation of height districts and special waterfront zones will be addressed in a study to be released in September, 1982.

The proposed waterfront land use plan (Figure 2) addresses those properties within the Alexandria Waterfront District as defined by the October, 1981 stipulation of settlement between the U.S. Department of Justice and the City of Alexandria. The ten acre U.S. General Services Administration owned Ford Plant has also been included in the proposed land use plan changes because of City Council's action in May, 1980 approving acquisition of the Ford Plant for water-oriented public/private uses.

It is useful to compare the proposed waterfront land use plan to three previous plans: 1) the adopted long range land use plan (Figure 7), 2) the 1978 draft waterfront land use plan (Figure 9), and 3) the draft Joint City/National Park Service Land Use Plan (Figure 10). The adopted long range land use plan is the City policy (in map form) that is being proposed for amendment. The 1978 draft waterfront plan represents the City's position prior to the joint land use planning effort with the National Park Service. The draft Joint City/National Park Service Land Use Plan is the compromise land use plan with which the current proposed land use plan must be "in general conformance."

The proposed waterfront land use plan differs significantly from the adopted plan. The North Waterfront, high-density mixed-use zone is eliminated and the majority of the waterfront is proposed for waterfront mixed use and recreational and open space uses. The proposed plan shows major existing uses

in the North Waterfront as they are today; thus, Marina Towers is shown as Residential High, the PEPCO power plant is shown as Industrial, and the Fairfax Street office/hotel corridor is shown as Commercial.

While the adopted land use plan segments the waterfront into four land uses (from north to south being Mixed Use, Residential Medium, Commercial, and Recreational and Open Space), the proposed plan recommends a mix of Waterfront Mixed Use and Recreational and Open Space uses along the length of the waterfront. The Torpedo Plant, continuing in the Commercial Use designation, is the only exception. The proposed plan defines the approximate boundaries of a 30 acre waterfront park stretching from Daingerfield Island in the north to the Ford Plant in the south.

The proposed plan is essentially a refinement of the 1978 draft plan and the 1981 draft Joint City/National Park Service Plan. It will assist in achieving City council's ten general waterfront policies adopted in April, 1977. Most importantly, it provides substantial parkland on the waterfront, public access to the river, a continuous walkway/bikeway, controlled density of development, emphasis on water-oriented uses, and continuation of river-related activities.

The proposed plan differs in several minor ways from the 1981 draft joint plan: 1) the draft joint plan only addresses properties in title dispute, the Ford Plant, Jones Point and Daingerfield Island; 2) a different configuration of waterfront mixed-use is shown; 3) Robinson Terminal North and South is shown as Waterfront Mixed Use rather than Water Dependent Mixed Use; 4) the entire 10 acre Ford Plant property is shown as Waterfront Mixed Use.

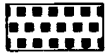
These adjustments to the draft Joint City/National Park Service Land Use Plan reflect the fact that the City is not committed to major land acquisition on the waterfront. The City is relying on the U.S. Department of Justice to acquire the necessary land to create a continuous waterfront park system.

figure 2

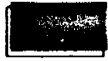
PROPOSED WATERFRONT LAND USE PLAN



RESIDENTIAL MEDIUM



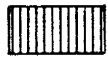
RESIDENTIAL HIGH



RECREATIONAL & OPEN SPACE



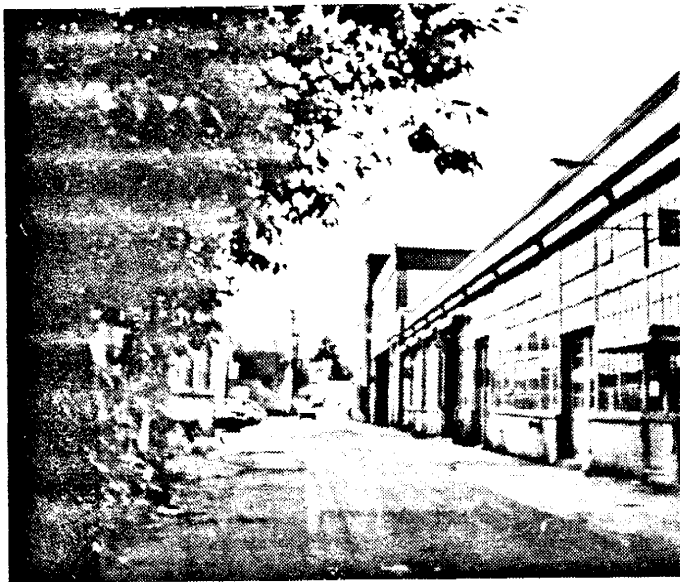
COMMERCIAL



INDUSTRIAL



WATERFRONT MIXED USE



The Ford Plant.

As in the joint plan, the Waterfront Mixed-Use land use category includes multi-family residential, retail, restaurant, office, marina and related facilities, and port facilities as uses at a medium density. The proposed plan is clearly in general conformance with the use restrictions of the Joint Land Use Plan. The three land use plans--Proposed, Joint, and 1978 Draft--all represent the same basic land use planning approach.

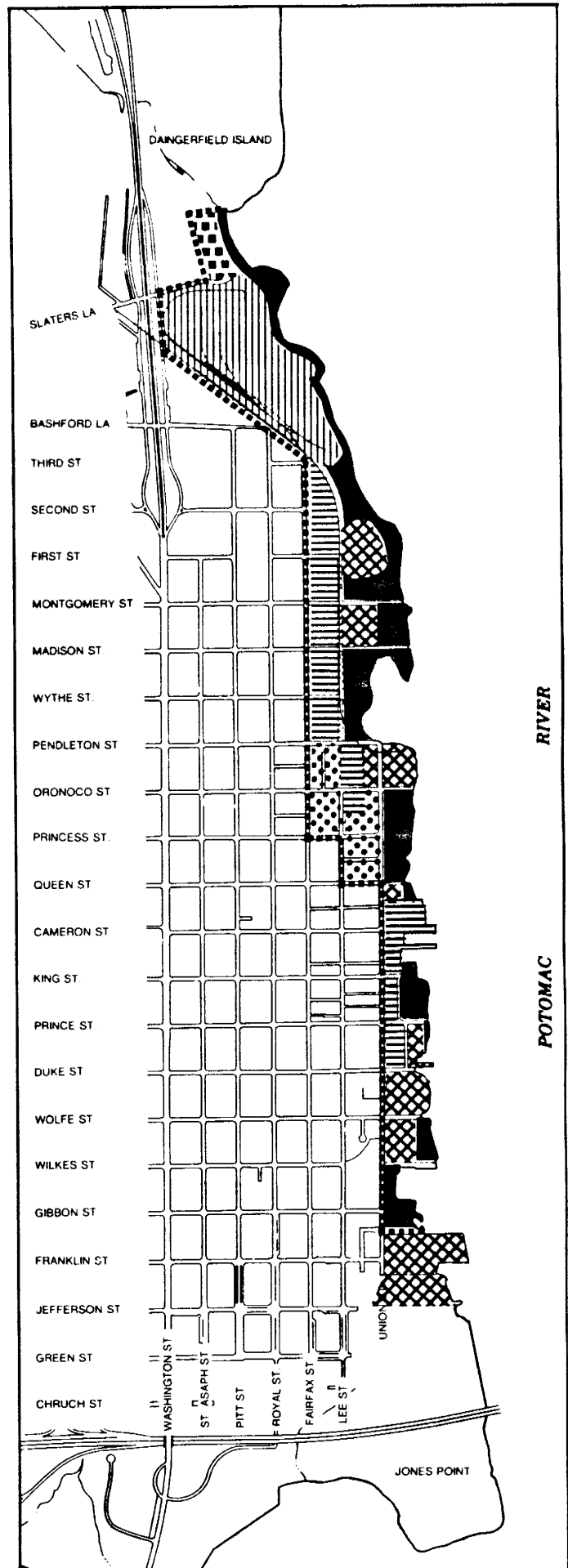
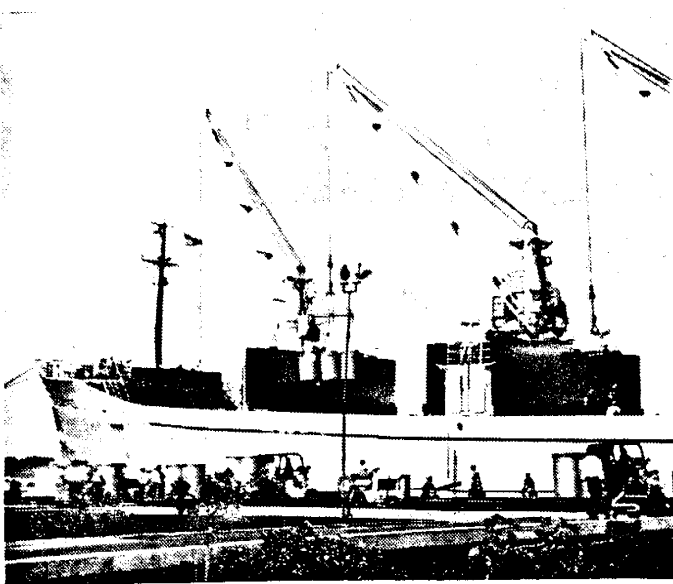
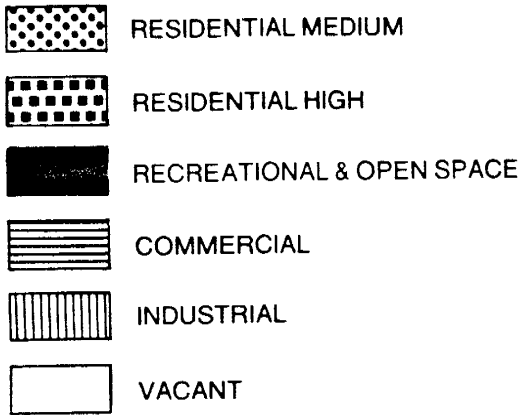
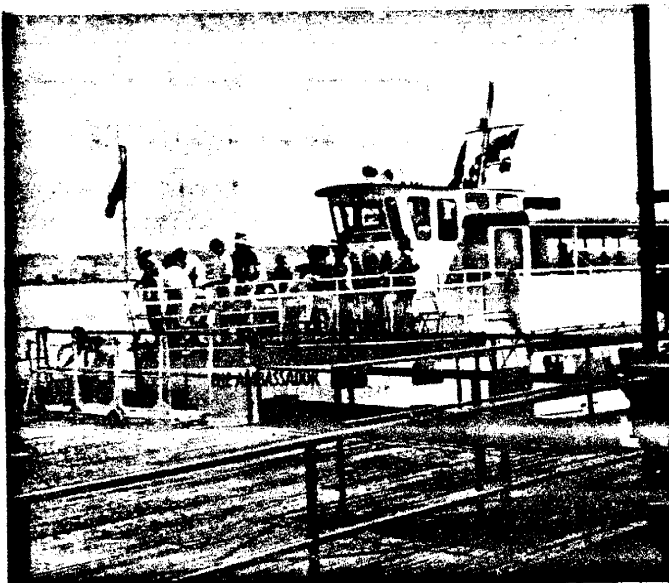


figure 3

EXISTING LAND USE - 1974



Robinson Terminal



4 Washington Boat Lines cruise from Washington D.C.

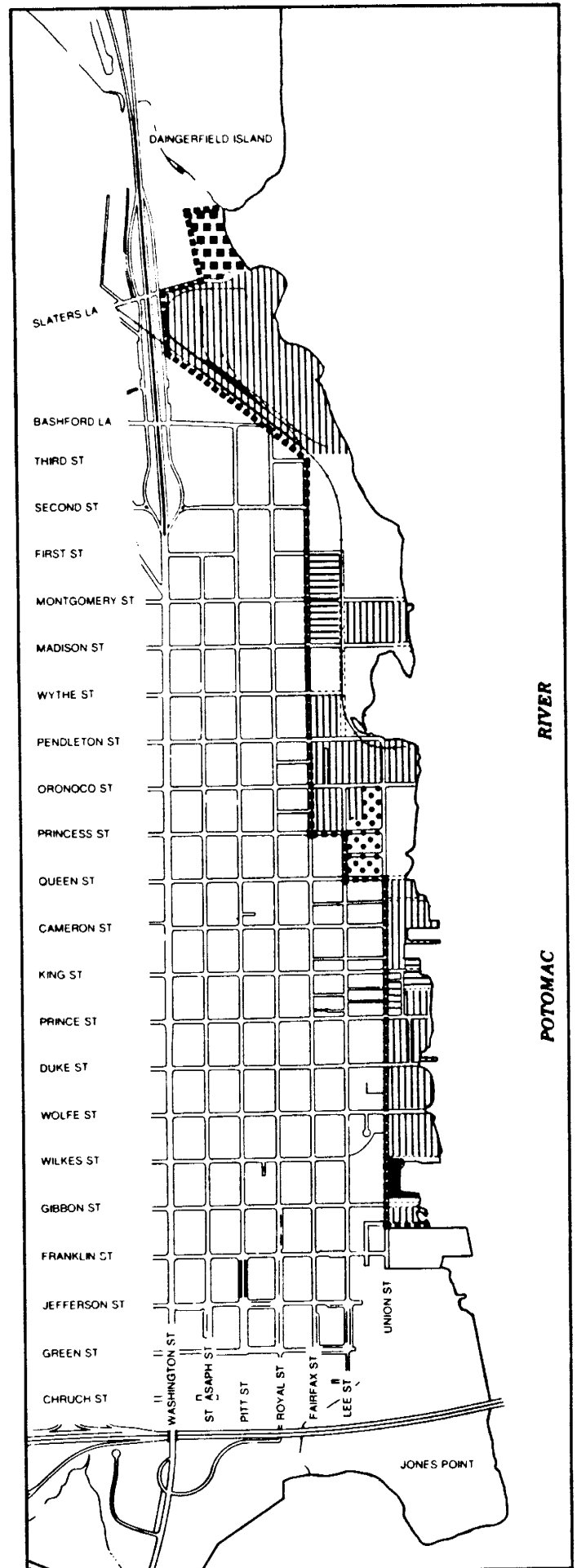


figure 4

EXISTING LAND USE - 1982



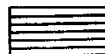
RESIDENTIAL MEDIUM



RESIDENTIAL HIGH



RECREATIONAL & OPEN SPACE



COMMERCIAL



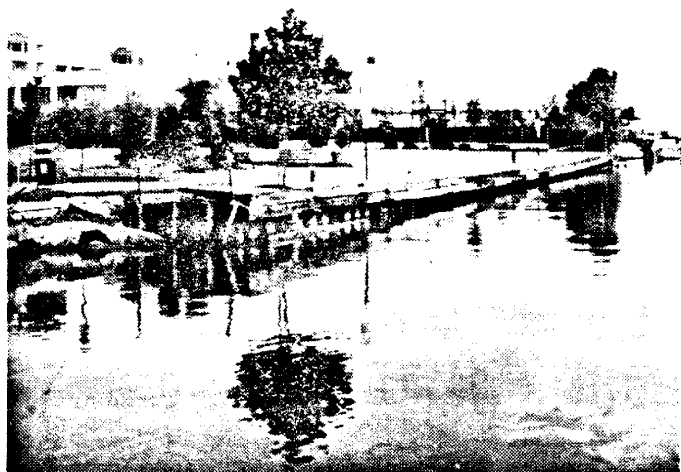
INDUSTRIAL



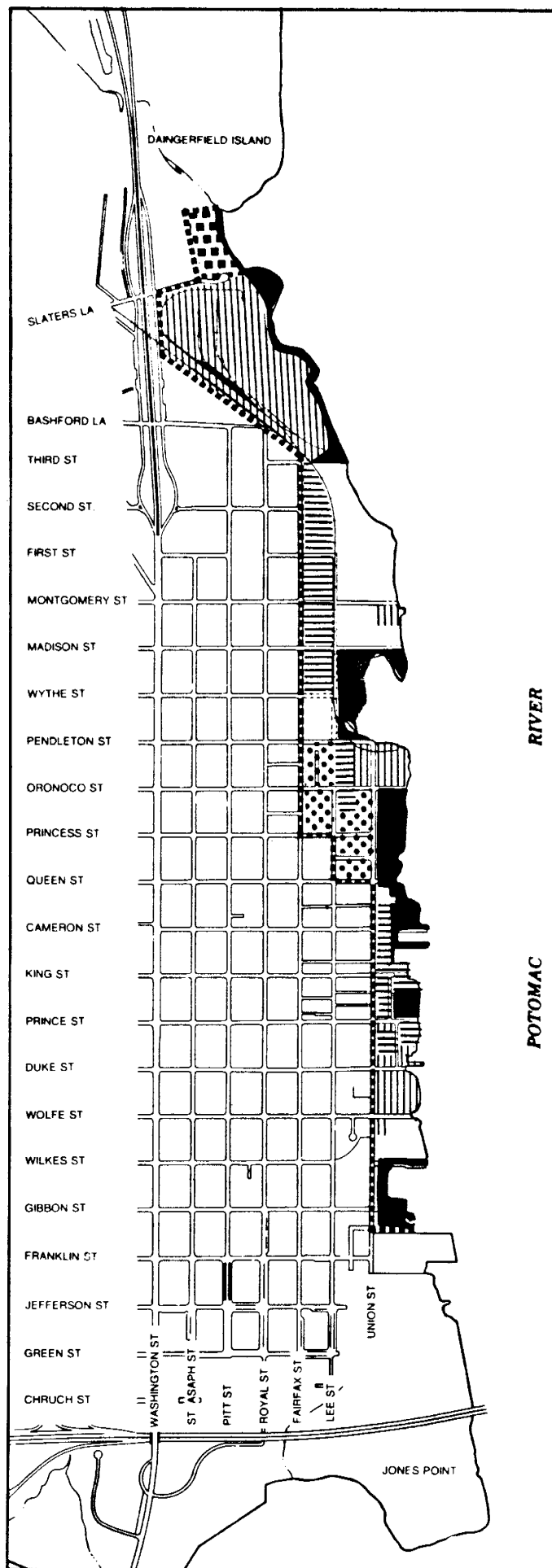
VACANT









City crews clearing the underbrush at Jones Point.

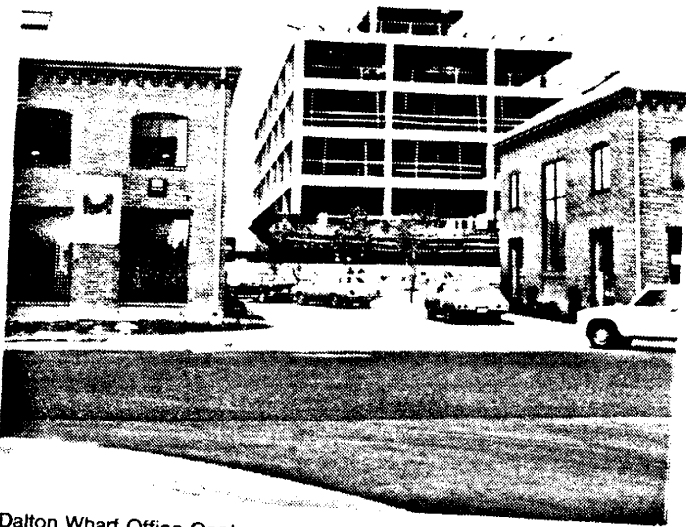


Waterfront Park provides transient docking along the bulkhead.

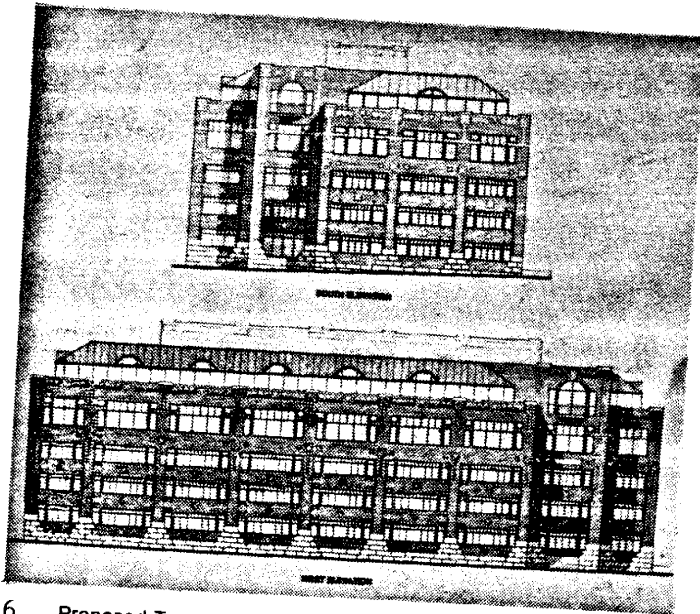


CURRENT ZONING

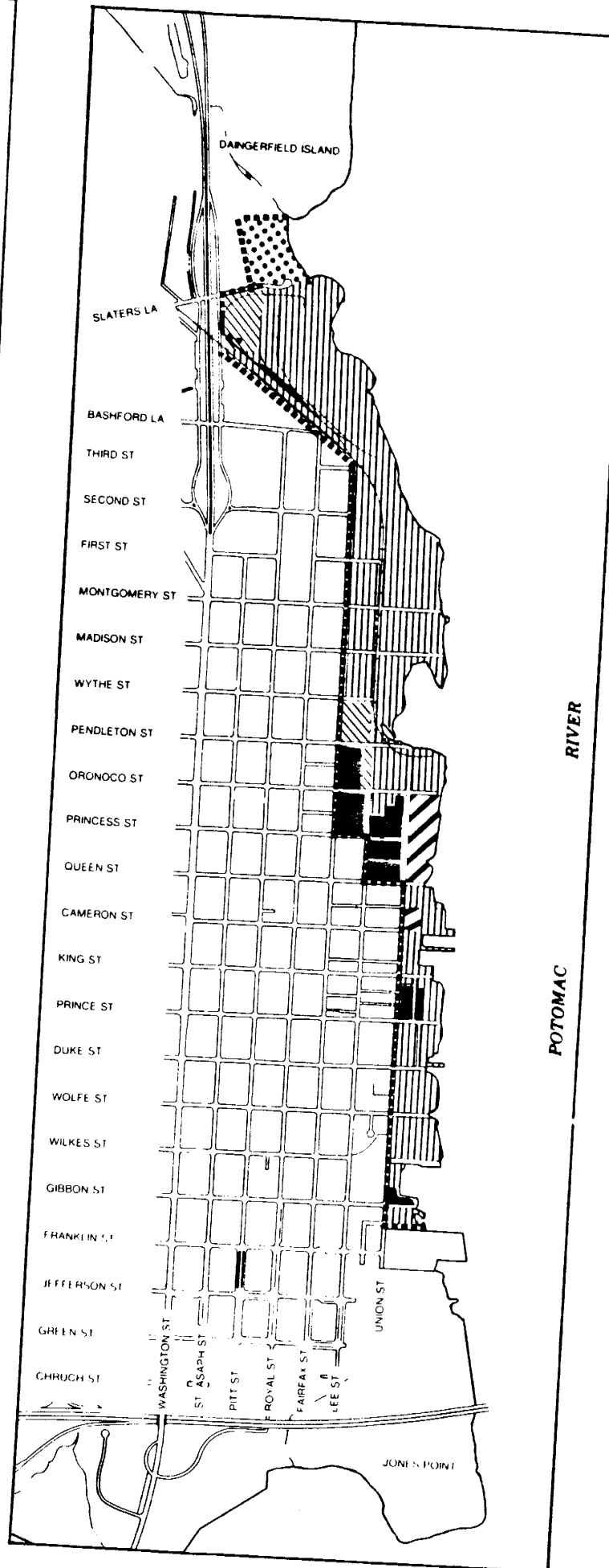
	RC
	RM
	C-3
	C-0
	I-1
	I-2



Dalton Wharf Office Center.



6 Proposed Torpedo Plant Office Building.



III. PLANNING EFFORTS LEADING TO PROPOSED LAND USE PLAN

A. Changing Conditions on the Waterfront

In the eight years since the adoption by City Council of the Consolidated Master Plan, the waterfront has markedly shifted away from industrial uses toward open space and commercial uses (Figures 3 and 4). All of the commercial development has taken place outside of the area currently claimed by the U.S. Department of Justice (Figure 6). These commercial uses are overwhelmingly office: Transpotomac Plaza, United Way headquarters, Daltons Wharf, Lee Street Square, Torpedo Plant Office Building and the office/retail complex on the Strand. These buildings will house three-quarters of a million square feet of office space. Two blocks of townhouse development has also occurred north of Princess Street between Lee and Fairfax Streets.

Properties with clouded title have experienced a markedly different pattern of land use change. The City has acquired six parks totalling 15 acres through a combination of purchase and gift: Oronoco Bay, Founders Park, City portion of Kiriakow property, Waterfront Park, Old Town Yacht Basin, and Pommander Walk. In addition, three large parcels previously devoted to industrial uses - Herbert Bryant, Howard Norton and VEPCO properties - have reverted to a vacant land status. These three properties total 18 acres. Because the title dispute prevents private land claimants on the waterfront from acquiring title insurance, no major improvements have been made on the disputed properties with the exception of limited City park improvements.

While the use of the waterfront has changed markedly in the last eight years, there has been little change in the primarily industrial zoning of the waterfront (Figure 5). Rezoning has occurred at the Torpedo Plant (from Industrial to CO) and in the two new blocks of townhouses north of Princess Street (from Industrial to RM). The continuing industrial zoning is clearly inappropriate for a waterfront being planned for a mixture of park, commercial and residential uses.

currently in title dispute are zoned I-2. Founders Park is zoned CO (Commercial Office Zone) from the time that it was owned by Watergate and scheduled to be developed with four high-rise condominium towers. Half of the Old Town Yacht Basin is zoned RM (the principal townhouse residential zone in Old Town).

The I-2 zone is the most permissive zone in the City by right. The zone allows for all uses with the exception of residences. It allows buildings up to 77 feet and limits development to a 3.0 floor area ratio. There are no sideyard or rearyard setbacks and there is no open space requirement. Under the Planned Unit Development (PUD) option, additional density and height can be obtained in exchange for meeting certain stated City objectives.

Fifteen of the seventeen properties

B. History of the Title Dispute

In 1973 the U.S. Department of Justice filed suit claiming title to lands along the Alexandria Waterfront east of the mean high watermark as it existed on January 23, 1791. From 1791 to 1846, Alexandria was part of the ten-mile-square District of Columbia. When Alexandria was retroceded to Virginia in 1846, the U.S. Congress established the boundary between the District of Columbia and Virginia at the 1791 high waterline along the Virginia shore. Because there exists no historical survey of the 1791 high waterline, the exact location of this line is in dispute. In addition, the private claimants question the United States Government's right to assert its riparian rights after so many years. Since 1945, the District of Columbia/Virginia boundary has been set in Alexandria as the pierhead line from the Bryant property to Jones Point.

This nine-year-old court case is before the U.S. District Court in the District of Columbia and is yet to go to trial. Several important out-of-court settlements have been made to date to

include settlements as to uses and height with Savage/Fogarty (Transpotomac Plaza), United Way of America (new headquarters), and Development Resources, Inc. (Daltons Wharf) and to assure public access to the river and construction of a bike path/walkway (Marina Towers and PEPCO settlements). The City settlement, approved by City Council in October, 1981, but not yet approved by the District Court judge, is the most important to date. It addresses five of the six City waterfront parks and waterfront street ends. The settlement is discussed in detail in a later section of this report.

Figure 6 shows seventeen properties still claimed by the U.S. Department of Justice. Six of these are City parks and eleven are owned by ten private claimants. The amount of the U.S. Government claim varies from property to property. All of the Thomas Andrews and Old Dominion Boat Club properties are claimed. Because the Torpedo Plant was purchased from the Federal Government in March, 1970, this waterfront property is not involved in the title dispute.

Table 1

PROPERTIES CURRENTLY INVOLVED IN TITLE DISPUTE (Approximate Fast Land in Acres)

1. Herbert Bryant (incl vacated First St.)	10.58
2. Thomas Andrews	0.37
3. Howard Norton	4.18
4. City of Alexandria (Oronoco Bay incl Wythe St.)	4.47
5. Robinson Terminal Warehouse Corporation (North Terminal)	3.92
6. City of Alexandria (Founders Park, excl Queen St.)	4.43
7. Kristos Kiriakow	0.65
8. City of Alexandria (acquired from Kiriakow, excl Thompson's Alley)	0.31
9. Old Dominion Boat Club (excl Wales Alley)	0.75
10. City of Alexandria (Waterfront Park, incl portion of Strand)	1.51
11. Potomac Arms	0.18
12. John C. Richards	0.80
13. Russell Crenshaw	0.10
14. Robinson Terminal Warehouse Corp. (South Terminal)	2.88
15. Virginia Electric Power Company	3.19
16. City of Alexandria (Old Town Yacht Basin, incl Wilkes & Gibbon Sts.)	2.72
17. City of Alexandria (Pommander Walk)	1.02
Total Acreage	42.06

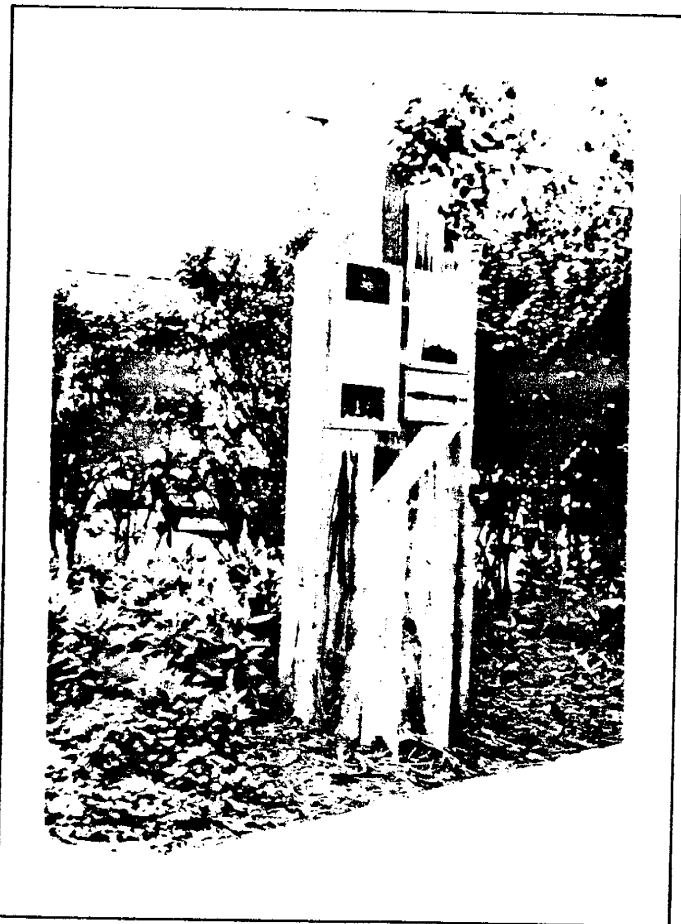
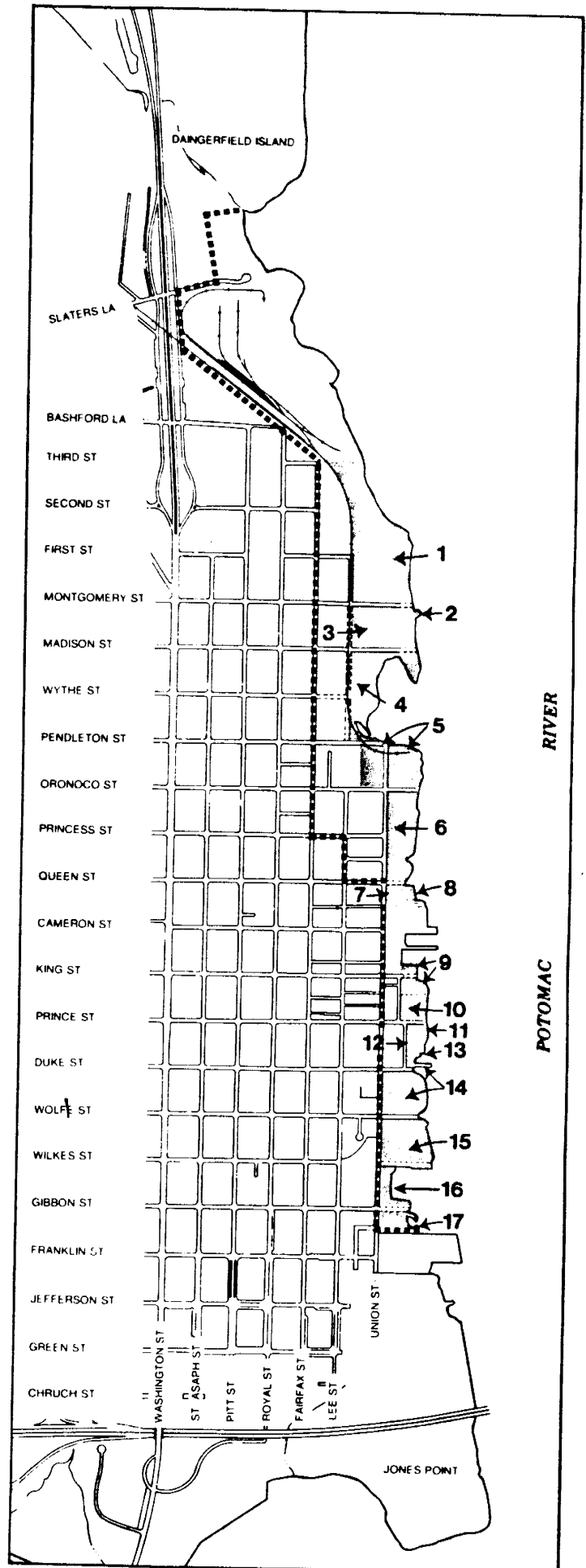
Sources: Alexandria Dept. of Real Estate Assessment and Holland Engineering plats of City-claimed properties dated 8/31/81.

Note: This total of 42.06 acres differs from the 39.5 acres used in previous documents because of more precise land area information available through recent land surveys.

figure 6

PROPERTIES CURRENTLY INVOLVED IN TITLE DISPUTE



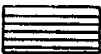


- 1 HERBERT BRYANT
- 2 THOMAS ANDREWS
- 3 HOWARD NORTON
- 4 CITY OF ALEXANDRIA (ORONOCO BAY)
- 5 ROBINSON TERMINAL WAREHOUSE CORP.
(NORTH TERMINAL)
- 6 CITY OF ALEXANDRIA (FOUNDERS PARK)
- 7 KRISTOS KIRIAKOW
- 8 CITY OF ALEXANDRIA (ACQUIRED FROM
KIRIAKOW)
- 9 OLD DOMINION BOAT CLUB
- 10 CITY OF ALEXANDRIA (WATERFRONT PARK)
- 11 POTOMAC ARMS CORP.
- 12 JOHN C. RICHARDS
- 13 RUSSELL CRENSHAW
- 14 ROBINSON TERMINAL WAREHOUSE CORP.
(SOUTH TERMINAL)
- 15 VIRGINIA ELECTRIC POWER COMPANY
- 16 CITY OF ALEXANDRIA (OLD TOWN YACHT BASIN)
- 17 CITY OF ALEXANDRIA (POMMANDER WALK)



Waterfront Marker at the foot of King Street.

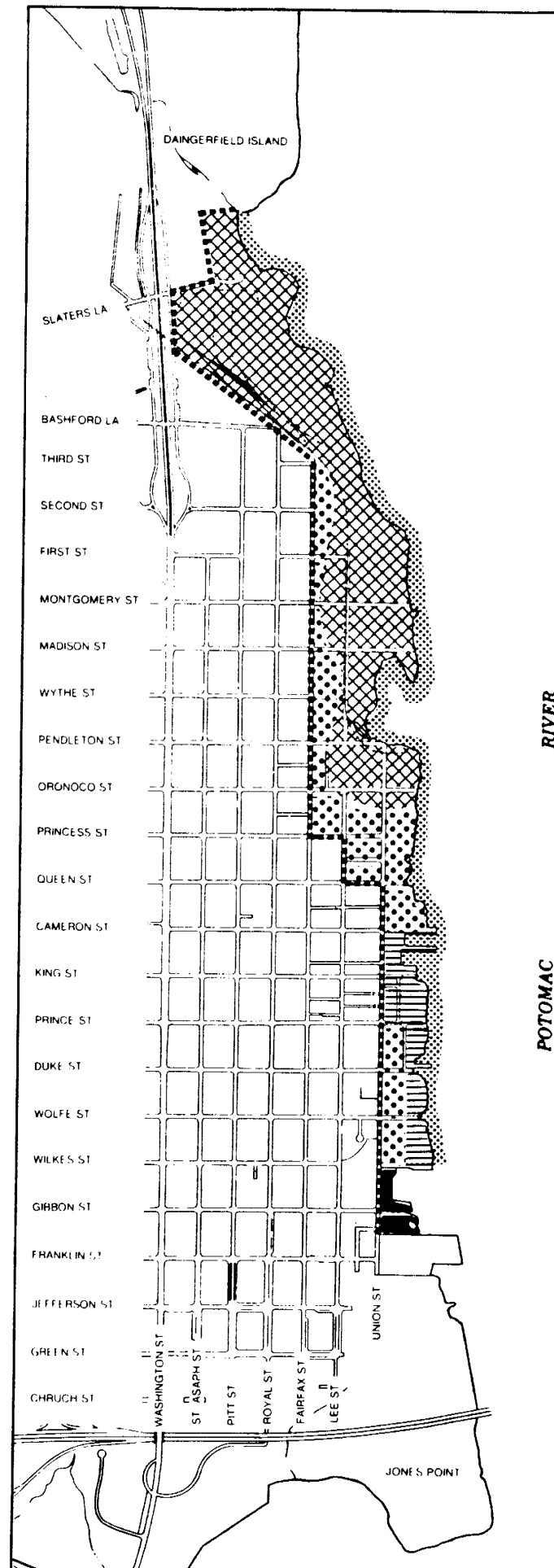
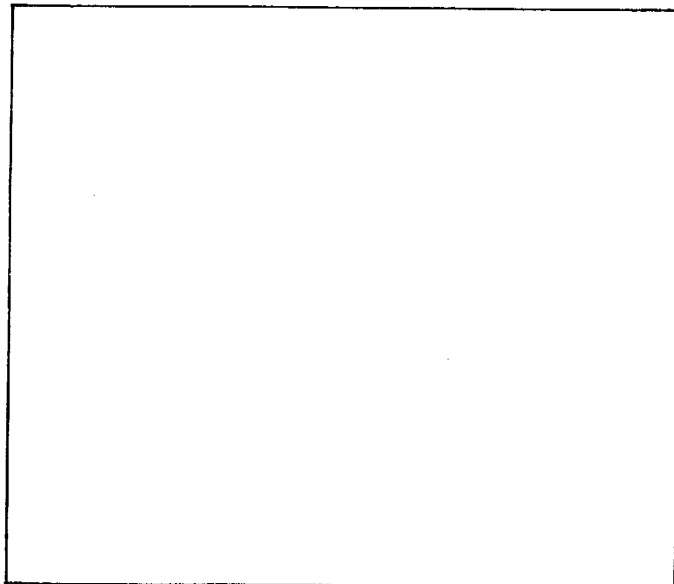
figure 7

ADOPTED LONG RANGE LAND USE PLAN

-  RESIDENTIAL MEDIUM
-  RECREATION & OPEN SPACE
-  COMMERCIAL
-  MIXED USE
-  WATERFRONT AREA FOR SPECIAL CONSIDERATION



Union Street before removal of railroad tracks



The U.S. Justice Department, in consultation with the National Park Service, is negotiating with most of the private claimants on the waterfront. These negotiations are focusing on three elements: 1) the division of the parcel into a park area and a private development area; 2) the limitation of the type and amount of development by covenants on the land; and 3) a cash payment or park improvements in lieu of a cash payment. These settlements are important to achieving the objectives of this plan.

C. City Waterfront Planning Efforts

1. 1974 Consolidated Master Plan

The citywide Consolidated Master Plan adopted in November 1974 is the City's guide for rezoning and other land use decisions. The master plan repealed all previous waterfront planning efforts and constitutes the official plan now in effect for the waterfront area. The long range land use plan (Figure 7) designates the waterfront area from Daingerfield Island to Wilkes Street as a special study area for improving parks, recreation and public access. The plan further provides for the redevelopment of the Alexandria waterfront including:

- Limit residential density east of Lee Street to no more than 40 units per acre.
- Replacement of older industrial and storage uses.
- Removal of the railroad tracks from Union Street.
- Development of the Union Street Collector. (Note: City Council downgraded Union Street between King and Pendleton from primary collector to residential collector status through Ordinance 2568 dated May 16, 1981.)
- Construction of hotel/motel conference facilities in the north riverfront area.
- Provision for a continuous pedestrian walkway between Jones Point and Daingerfield Island.
- Encouragement of new high density residential and office development in the north waterfront area.
- Limit residential density east of Lee Street to no more than 40 units per acre.
- Creation of parks and recreation areas and assure public access to the water.

The long range land use plan provides for four land uses on the waterfront: 1) parkland south of Wilkes Street (as well as Daingerfield Island); 2) commercial north of Wilkes and South of Cameron Street; 3) residential medium north of Cameron and south of Oronoco Street; and 4) mixed use north of Oronoco Street to the southern boundary of Daingerfield Island. In the plan, the North Waterfront is designated as one of the 19 development potential areas for the 1970-80 decade. Most of the future growth of the City is proposed for these 19 areas.

During the process of reviewing the Consolidated Master Plan prior to adoption, the Alexandria City Council created the Committee on Potential Growth Areas and tasked it to provide "a comprehensive picture of the effects, benefits, and costs of potential growth" in 10 of the 19 areas. The Report of the Committee on Potential Growth Areas, published in August 1975, includes a chapter on the North Waterfront. The conclusions were based on the following 1975-95 "likely level of development" for the north waterfront (Figure 8): 75 townhouses, 1150 elevator apartment units, 800,000 square feet of office space, 120,000 square feet of retail space, and 400 hotel rooms.

The North Waterfront chapter conclusions of the Committee on Potential Growth Areas are cited below:

The North Waterfront is an area of critical importance to the future of Alexandria. Located adjacent to two of the City's greatest assets -- the Potomac River and Old Town -- the area has become extremely attractive to private developers impressed by its proximity to Washington. Development in this area must respect its location near the nation's capital through use of dignified design and provision of open space; it must be compatible with and not detract from the carefully preserved quality of Old Town. If North Waterfront is developed with these considerations as outstanding principles, it can be a source of beauty and satisfaction for the entire City. On the other hand, if unorganized development produces monotonous rows of highrise structures, the North Waterfront will fail not only to fulfill its own promise, but will also seriously undermine the present attractiveness of Old Town and the wider area.

There has been no comprehensive plan for developers to follow in the development of North Waterfront; the approach has been on a parcel-by-parcel basis. Results have not been satisfactory. Traditional height limits have been exceeded; no attempt has been made to integrate proposed and envisioned developments. One stumbling block to sensible planning has been the controversy over title to land immediately adjacent to the river. It is imperative that the title dispute be resolved as promptly as possible through federal legislation setting aside as much land as practical as parkland.

To accomplish the objectives cited above, it is important that much of this area, including a continuous strip along the river averaging at least a block in width north of Pendleton, be developed as a park. A park along the river should include the proposed bike path that will run down the North Lee right-of-way, and a public marina. The City should require developers to provide recreational facilities such as tennis courts and swimming pools on their properties.

The overall quality and appearance of development on the waterfront is of great importance. There must be free and easy public access to the river. Views to and from the river must not be blocked by unbroken masses of large structures. Substantial tree plantings will be necessary throughout. The City should require structured parking and it should take steps to eliminate the rendering plant. The area can be properly developed without filling of the Potomac.

The City must also take care to prevent excessive highrise development which, if unchecked, will overshadow Old Town and generate more traffic than local streets can handle. In particular, the densities permitted in the existing commercial and industrial zones are far too high and should be reduced by at least 50 percent. The City should encourage variable heights within the existing 150 foot height limitation. There should be no more exceptions to the traditional height restrictions in view of this area's close proximity to Old Town.

Developers should avoid similarity of design. The overall development should contain a mix of uses. Lower density uses, such as townhouses, should be intermingled with higher density development throughout the area. Sufficient commercial space should be provided. Office buildings should not be permitted to predominate. No more than 800,000 square feet of office space nor more than about 2100 dwelling units (including those approved or under construction), should be built in the area. The garden apartment projects in the northwest corner of the area (Harbor Terrace, Lochabor, River-view and Bashford Hall) should be preserved and upgraded, not replaced by high rise structures.

The streets serving this area are already congested. Completion of development which has been approved as well as future development in and near the area will worsen this problem. A comprehensive study should be undertaken of the Parkway/Route 1 Corridor. The City should provide bus and bicycle links between the North Waterfront and the Braddock Metro Station. Provision of such linkages will not solve the Parkway's traffic problems but would provide residents of the area with a realistic alternative to the automobile.

➤ 2. 1977 Adoption of Ten General Waterfront Policies

On April 12, 1977, the Alexandria City Council adopted ten general waterfront policies to guide planning. These related policies set the tone and direction of the draft Alexandria Waterfront Plan published in 1978.

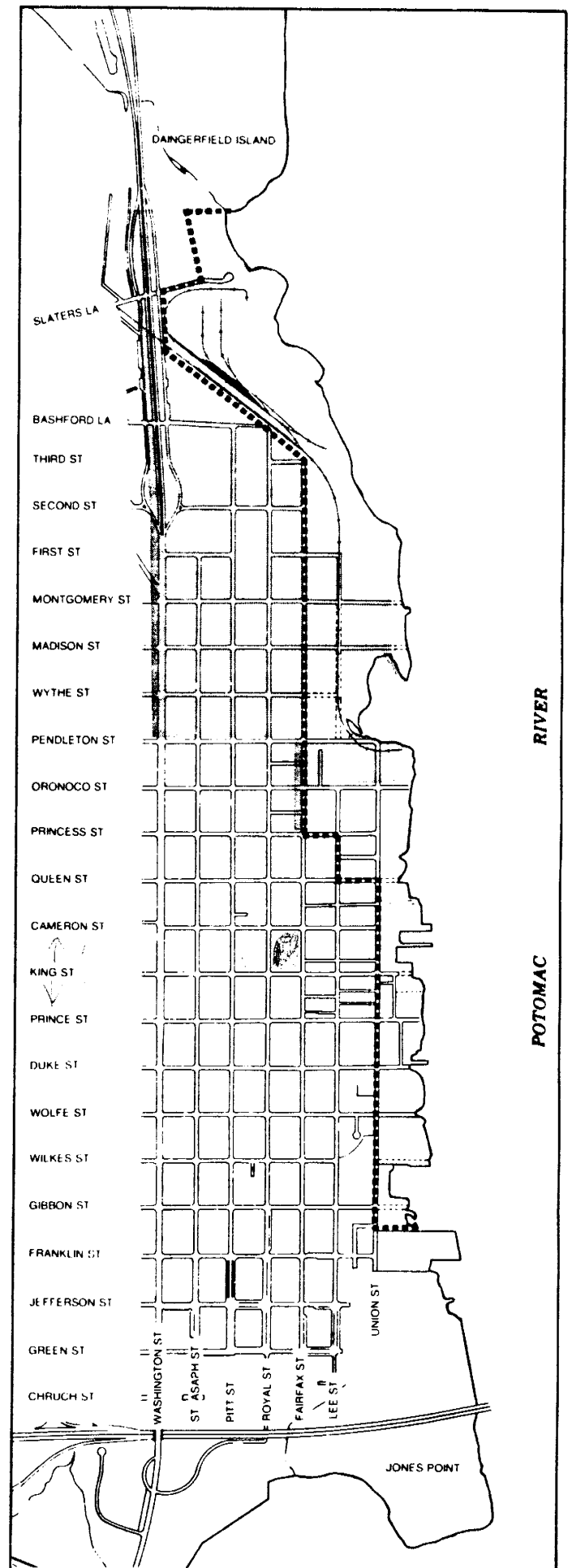
- Land along the river suitable for open space and recreational purposes should be available for public use.
- There should be convenient public access along the waterfront.
- A continuous pedestrian promenade and bikeway should be developed between Daingerfield Island and Jones Point.
- Daingerfield Island and Jones Point should remain Federal recreation and open space areas and be further enhanced.
- Residential development east of Fairfax Street shall be limited to no more than 40 dwelling units per acre.

figure 8

NORTH WATERFRONT STUDY AREA

SOURCE:

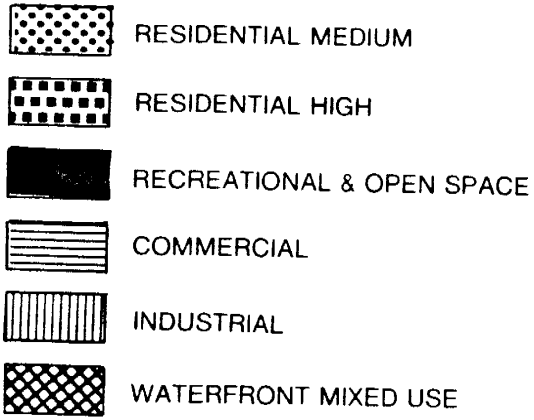
COMMITTEE ON POTENTIAL GROWTH AREAS.



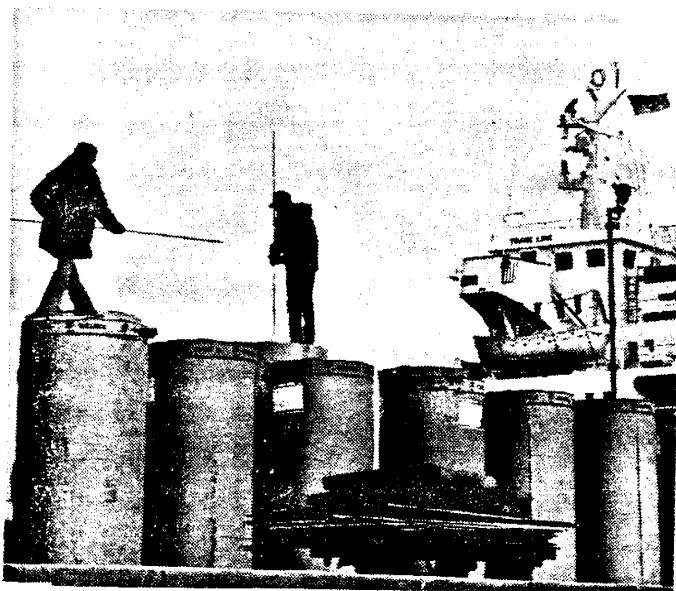
RIVER

POTOMAC

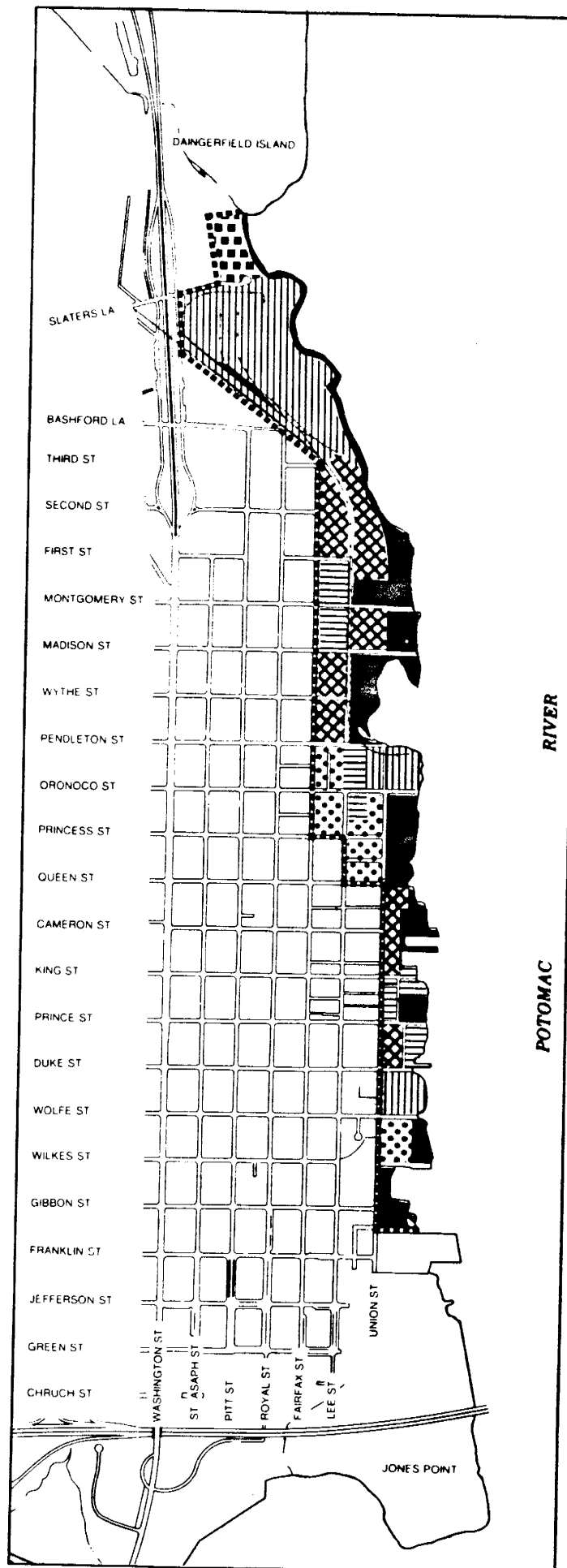
figure 9
1978 DRAFT ALEXANDRIA
WATERFRONT LAND USE PLAN



Aerial view of Norton Rendering Plant.



14 Robinson Terminal Warehouse Corporation supplies



- Uses east of Union Street and along the waterfront should primarily include marinas, shops, restaurants, markets and other water-oriented uses.
- Existing port and river-related activities should continue.
- Obsolete and incompatible industrial uses should be replaced with uses as set forth above.
- The natural shoreline shall be maintained along the waterfront, except for necessary stabilization. No major filling shall be permitted.
- Comprehensive systems of circulation alternatives for the waterfront area should be considered, and appropriate systems implemented as the Waterfront land uses are determined.

3. 1978 Draft Alexandria Waterfront Plan

In June, 1977, at the City Council's request, the Department of Planning and Community Development devised three land use concept plans for the waterfront. These plans differ primarily in their interpretation of how much land along the river is suitable for public open space and recreation versus commercial and residential development. City Council conducted several work sessions in the Spring of 1978 to formulate its position on the waterfront plans for the purpose of meeting with individuals and federal officials involved in the title dispute. In May, 1978 City Council approved use and development guidelines for waterfront properties. These guidelines were used by City staff to prepare the 1978 draft Alexandria Waterfront Plan sanctioned by the present City Council in January, 1980.

This 1978 draft Land Use Plan recommends residential, recreation and open space, commercial, industrial and waterfront mixed land uses (Figure 9):

- Residential Medium allows single family, townhouse/rowhouse, and low-rise, multi-family residential uses at a suggested yield of 20-27 dwelling units per acre and compatible with the Old and Historic Alexandria character.
- Residential High includes the Marina Towers high-rise apartment complex and constitutes over 54 dwelling units per acre.

- Recreation and Open Space areas are those sites to be preserved as permanent, publicly accessible open spaces of varying character.
- Commercial areas are primarily concentrated in the lower King Street commercial district, water-oriented commercial activities along the Strand, and new commercial/office development in the north waterfront area.
- Industrial areas represent the active, water-oriented activities of the PEPCO plant and Robinson terminals.
- Waterfront Mixed Use involves a mixture of residential, commercial and open space and recreation activities similar to those outlined in the WT and WCT zones. Flexibility in site layout, design, amount and type of each land-use activity, and overall medium density development are the primary characteristics of these areas.

The 1978 draft plan divides the waterfront into three distinct sectors - north, central and south - with markedly different recommendations for each sector. The plan for the North Waterfront calls for:

- Waterfront mixed use development, preservation of open space, and a continuous promenade/bicycle path on the Bryant, Texaco, and Norton properties.
- Development of the 27 acres of the Bryant, Texaco, and Norton properties into 15 acres of residential/commercial office clusters and 12 acres preserved for open space and recreation. Relocation of the Norton Rendering Plant to a more appropriate location; continuation of the Andrews pile driving operation with ultimate transformation into open space upon cessation of activity.
- Acquisition, excavation and restoration of the Alexandria Canal Tidal Lock (north of Montgomery Street and east of the Lee Street right-of-way) to serve as the focus for a historical park.
- Linkage of Daingerfield Island to Founders Park with a continuous 25-50 foot pedestrian walkway/bicycle path,
- Development of a buffer zone to screen the PEPCO coal pile from proposed waterfront mixed use development and link up the shoreline and W&OD right-of-way pathways.

- Preservation and enhancement of Oronoco Bay as a natural tidal basin bordered by a four acre park stretching to Lee Street and backed by waterfront mixed use development so sited as to benefit from the natural setting.
- Preservation of Robinson North Terminal and warehouses as an active port facility.

The Central Waterfront with the Torpedo Plant complex and the King Street specialty shopping and restaurant district, constitutes the most intensive activity area of the waterfront. The Central Waterfront proposals include:

- Redevelopment of the Torpedo Plant complex to include a mix of private uses and public uses that will complement the existing open space, commercial and residential uses in the nearby area. Concurrent with private redevelopment efforts will be development of public water and land oriented open space and recreation activities linking Founders Park with the Virginia Concrete Plant site park. This park complex will be the focal point for activity in the Central Waterfront.
- Development of the south Strand area into the focal point for a waterfront commercial node involving such activities as a restaurant ship, boat repair and sales and speciality shopping.
- Continuation of the 25-50 foot wide pedestrian promenade/bicycle path through the Strand commercial node.
- Development of Kiriakow property into Waterfront Mixed Use which is complementary to the Torpedo Plant redevelopment, Founders Park and townhouse areas nearby.

Stretching from Duke Street to Jones Point, the South Waterfront is a predominantly residential and publicly owned area. Much of the land area east of Union Street is suitable for open space use and development of public marinas which complement the more active Central Waterfront. The plan for the South Waterfront calls for:

- Development of the VEPCO property into residential townhouse and open space with retention of the substation to be enclosed with electrical

wires leading to it undergrounded.

- Retention of Robinson South Terminal and warehouses.
- Upgrading the Old Town Yacht Basin into an attractive public marina with good facilities.
- Continuation of the 25-50 foot wide pathway/bicycle path along Union Street from Duke Street to Wolfe Street and then proceeding along the water's edge to Jones Point.
- Continuation of the old Ford Plant site for water-oriented uses. If the federal government abandons the site reuse plans should include an open space connection to Jones Point as well as compatible waterfront uses consistent with the surrounding area.

The proposed open space system includes a variety of parks and activity centers which are linked by a continuous pedestrian/bicycle pathway and promenade. The linkage has a twofold purpose: a) to integrate open spaces along the waterfront, and b) to link activity centers and outlying neighborhoods. Shoreline open space areas, in conjunction with medium density waterfront development, should provide panoramic views of the Potomac River and its environs.

A key feature of the plan is the 25-50 foot wide pathway and promenade linking Daingerfield Island to Jones Point. In most areas the pathway would be located along the water's edge or provide views of the water. Exceptions would be made in the area of the active Robinson Terminal piers and within the boat repair enterprises between Duke and Prince Streets along the Strand. For this area the pathway would be a street promenade that provides visual continuity by means of landscaping or other surface treatment to streets which are oriented almost entirely to the pedestrian. Service vehicles, automobiles and transit would be permitted but on the pedestrian's terms.

In all cases where private development is proposed along the waterfront, open space requirements should be considered as a condition for development. The requirement of shorefront public access at all water edges of a development through such possible mechanisms as the easement, transfer of development

rights, dedication and/or outright purchase should be an integral part of the open space implementation process. Current water-oriented industrial and commercial uses are to remain. However, when the land uses change the City should acquire easements along the water's edge for continuation of the pathway/promenade.

The Waterfront Plan suggests that a comprehensive rezoning of waterfront area will have to occur in order to comply with current trends and land use activities. The entire water's edge, except for Founders Park, and North Waterfront are zoned Heavy Industrial but the Recommended Plan calls for medium-density, Waterfront Mixed Use. Also, the Light Industrial areas along Union Street from King to Wilkes Streets do not adhere to the primarily commercial/residential character. Amending the Master Plan to adhere to the Waterfront Plan will necessitate rezoning the area to comply more adequately with land use activities.

4. Joint Planning Efforts of the City of Alexandria and the National Park Service (NPS)

Following the release of the draft Alexandria Waterfront Plan in November, 1978, the Plan was forwarded to the U.S. National Park Service for their review and comment. This review and comment was incorporated in the U.S. National Park Service's Alexandria Waterfront Study of Alternatives issued in August, 1979. This alternatives study was prepared for submission to Congress in response to Section 8 of Public Law 94-458 which directs the Secretary of Interior "to investigate, study and continually monitor the welfare of areas whose resources exhibit qualities of national significance and which may have potential for inclusion in the National Park System." The study articulates options for the use and development of the Alexandria Waterfront that will ensure protection of significant cultural and natural resources, and it identifies the federal government's role under these options.

The National Park Service is concerned with protecting Alexandria's Potomac shoreline as a gateway to the nation's capital, as part of a National Historic Landmark (the Old and Historic Alexandria District), and as a segment of the Potomac Heritage Trail

proposed by the Secretary of Interior in 1965.

In the early stages of the study effort, the National Park Service identified three preliminary land use alternatives for the waterfront: 1) NPS Maximum Open Space, which would provide the most parkland and recreation opportunity by converting all vacant land for park purposes; 2) NPS Mixed Open Space and Development, which would allow some new commercial and residential development together with the conversion of most vacant land for park purposes; 3) NPS Minimum Open Space, which would allow development of most of the open space along the river other than existing parks and a public access route about 50 feet in width. After further study the NPS decided that the minimum open space alternative would not adequately meet the objectives and goals that had been formulated for the Waterfront and would not be in the federal interest.

The two NPS alternatives represent the end points of an acceptable range of parkland vs. private development. As the table below shows, the City's draft recommended plan provides slightly less parkland (2.4 acres) than NPS's mixed open space/development alternative.

In October, 1979, City of Alexandria officials and National Park Service met and agreed to an agenda for joint planning and public participation. This joint planning effort of the City's Department of Planning and Community Development and the National Park Service produced an informational brochure, The Alexandria Waterfront: Planning the Future, in April, 1980. The brochure includes a summary of the options presented in the draft Alexandria Waterfront Plan and the NPS Alexandria Waterfront Study of Alternatives and a discussion of possible management efforts. Two joint public hearings were held at the Jefferson-Houston School on May 28 and 31, 1980 to receive public comment on the waterfront brochure. The testimony of 47 individuals and written comments from 1,502 persons were considered in drawing up the Alexandria Waterfront Draft Joint Land Use Plan published in April, 1981. A joint public hearing was conducted May 14, 1981 to receive public comments on the draft Joint Land Use Plan.

TABLE 2

CITY DRAFT RECOMMENDED PLAN AND NPS ALTERNATIVES COMPARED

	CITY	NPS ALTERNATIVES	
	Draft Recommended Plan	Mixed Open Space/ Development	Maximum Open Space
Open Space/Recreation	24.5 acres	26.9 acres	33.0 acres
Waterfront Mixed Use	5.4 acres	7.6 acres	1.5 acres
Industrial	5.4 acres	5.0 acres	5.0 acres
Commercial	1.9 acres	0.0 acres	0.0 acres
Residential	<u>2.3 acres</u>	<u>0.0 acres</u>	<u>0.0 acres</u>
Total	39.5 acres	39.5 acres	39.5 acres

The Alexandria Waterfront Draft Joint Land Use Plan was endorsed by both the Alexandria City Council and the Director, National Park Service, as the basis for an out-of-court settlement between the City and the United States Government. The draft Joint Land Use Plan contains six major elements: a) Land Use Plan, b) City Council initiated rezoning of waterfront properties to Waterfront Open Space/Recreation and Waterfront Mixed Use Zones, c) building height limits, d) three management/ownership alternatives, e) funding for the management/ownership alternatives, and f) flood plain management issues.

a. LAND USE PLAN

The Land Use Plan (Figure 10) allows water-dependent industrial uses to continue and provides for commercial water-related vitality to exist at key locations along the waterfront. Within the open space recreation areas, the option also exists for public and private uses which will provide further access to the waterfront. The 39.5 acres of land in question are divided into 27.9 acres of open space/recreation uses, 6.6 acres of waterfront mixed use, and 5.0 acres of water-dependent mixed use. This compromise land use plan is similar to the City's 1978 draft recommended plan and NPS's 1979

mixed open space/development option. The three land use categories are defined as follows:







Waterfront Mixed Use (WMU) includes principally multi-family dwellings above first story, retail uses, marinas and related facilities, restaurants, offices above first story and port facilities.

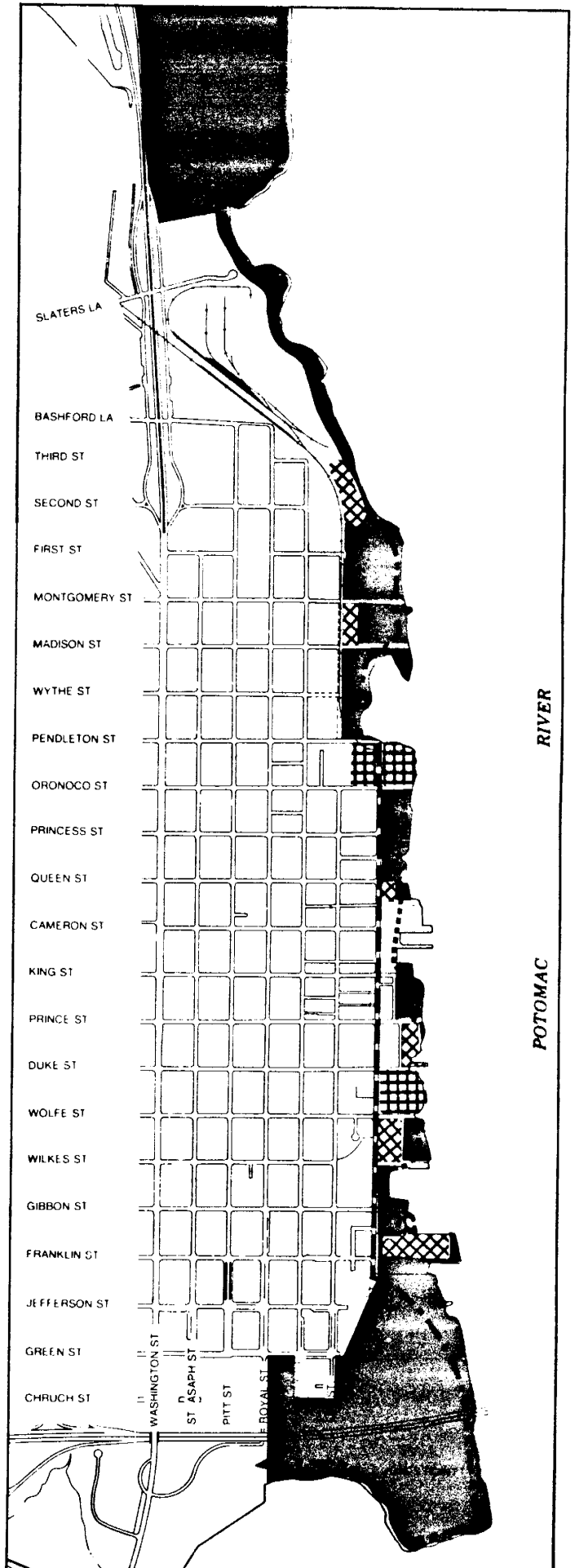
Water-Dependent Mixed Use (WDMU) is limited to the present or future port activities which will revert to waterfront open space/recreation when such activities are deemed no longer viable. These water-dependent uses will be compatible with adjacent residential and open space/recreation uses.

Waterfront Open Space/Recreation (WOS/R) encompasses public use areas containing recreational development. Proposed waterfront open space and recreation uses include a continuous pedestrian and bicycle pathway connecting Daingerfield Island with Jones Point and located, where possible, directly along the water's edge. Appropriate waterfront open space/recreation facilities include parks, historical museums, performing arts facilities, marinas, outdoor restaurants, cafes and other special use areas in keeping with the concept of open space and recreation which will enhance the vitality of the waterfront.

figure 10

DRAFT JOINT CITY/NPS LAND USE PLAN

-  WATERFRONT OPEN SPACE/RECREATION
-  WATERFRONT MIXED USE
-  WATER DEPENDENT MIXED USE
-  SEPARATED BIKE/PEDESTRIAN PATH
-  BIKE PATH
-  PEDESTRIAN PATH



The land use recommendations are summarized in the table below on a property by property basis.

The Torpedo Plant and Ford Plant properties are shown in the Land Use Plan for the purposes of viewing the entire waterfront from Daingerfield Island to Jones Point. However, because neither are in the title dispute and both are the focus of separate planning efforts, they are not included in the 39.5 acre land use tabulation.

b. REZONING OF WATERFRONT PROPERTIES

As part of the Draft Joint Land Use Plan implementation, the City Council would initiate a zoning revision for all properties addressed in the land use plan to one of two zones: Waterfront Open Space/ Recreation and Waterfront Mixed Use. Such rezoning and other appropriate land use regulations would be subject to all constraints imposed on the City Council by the laws and Constitution of Virginia and the Constitution of the United States. The discussion below addresses suggested language for the uses to be permitted in the zones. Additional controls, however, would be written into the zones to insure

TABLE 3

DRAFT JOINT LAND USE PLAN PROPOSALS LISTED BY PROPERTY

	<u>Proposed Land Uses</u>
1. <u>Herbert Bryant</u>	Approximately 3 acres WMU, remainder WOS/R
2. <u>Thomas Andrews</u>	Relocation of pile driving operation, conversion to WOS/R.
3. <u>Howard Norton</u>	Approximately one-quarter of site as WMU, possible reuse of rendering plant, remainder of site WOS/R.
4. <u>City of Alexandria (Oronoco Bay)</u>	WOS/R.
5. <u>Robinson Terminal Warehouse Corp. (North Terminal)</u>	Terminal remains as WDMU, if no longer viable and no other port use can be found, then land converts to WOS/R.
6. <u>City of Alexandria (Founders Park)</u>	Continuation as park, WOS/R.
7. <u>Kristos Kiriakow</u>	WMU.
8. <u>City of Alexandria (acquired from Kiriakow)</u>	50-foot wide WOS/R at River's edge.
<u>Torpedo Plant (City ownership - not in title dispute)</u>	Renovation under City guidelines set forth in Torpedo Plant Prospectus, docks and piers improved and riverside opened to public for water-oriented activities.
9. <u>Old Dominion Boat Club</u>	Boat Club is relocated, WOS/R.
10. <u>City of Alexandria (Waterfront Park)</u>	Continuation as park, WOS/R.
11-13. <u>Strand Properties (Potomac Arms, John C. Richards and Russell Crenshaw)</u>	WMU; a 25-foot wide pedestrian path would extend along the Strand where feasible.
14. <u>Robinson Terminal Warehouse Corp. (South Terminal)</u>	Terminal remains as WDMU; if no longer viable and no other port use can be found, then land converts to WOS/R.
15. <u>Virginia Electric Power Company</u>	Approximately one-third of site would be WMU, remainder WOS/R.
16. <u>City of Alexandria (Old Town Yacht Basin)</u>	Marina upgraded.
17. <u>City of Alexandria (Pomander Walk)</u>	WOS/R.
<u>Ford Plant (U.S. General Services Administration ownership - not in title dispute)</u>	Ford Plant to be evaluated to determine the use of the buildings as WMU and the associated land as WOS/R.

that the use of the land would be in compliance with the land use plan.

The Waterfront Open Space/Recreation Zone is defined by a list of permissible uses with limited parking to allow structures and activities that will enhance the vitality of the waterfront. The following are permitted uses that could be included within the zone. This is not an all inclusive list. Additional water-related used will be considered in the final drafting of this proposed zone.

1. Parks to include pedestrian and bicycle trails, seating, fountains, gardens, play areas and plazas.
2. Public and private marinas to include related clubhouses with food service facilities, boat rental, boat storage and repair and gasing facilities.
3. Docking for ships, transient boats,visiting vessels and permanent berthing for historic vessels.
4. Small service establishments which lend themselves to the pedestrian, biker and boater's enjoyment of the waterfront such as food service and bike rentals.
5. Outdoor restaurants and cafes.
6. Museums related to the history of the City and the waterfront.
7. Public use facilities including civic auditorium and performing arts facilities.
8. Outdoor farmers and seafood markets.

These permissible uses merely suggest options for recreational development. They would not all necessarily occur

The Waterfront Mixed Use Zone should include all permissible uses allowed in the Waterfront Open Space/Recreation zone in addition to the following suggested uses:

1. Multi-family dwellings limited to the second habitable floor and above
2. Restaurants
3. Commercial shops
4. Offices limited to the second habitable floor and above

This zone has two principal objectives: 1) At the areas on the waterfront

designated as Waterfront Mixed Use, restaurants and commercial shops would be added to the permissible ground floor uses. These pedestrian-oriented uses should enhance the vitality of the waterfront; 2) office and multi-family residential uses are added to enhance the development potential of the sites but are limited to the second habitable floor and above to insure that the first floor will be publicly oriented.

c. BUILDING HEIGHT LIMITS

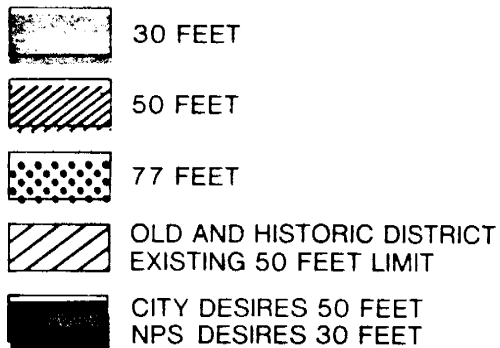
Within the Old and Historic District, which includes the waterfront from Queen Street south to Jones Point, the City's Board of Architectural Review controls visible change to include height. The 50-foot maximum height limit (excluding structures for mechanical elements) in the district has kept its overall building profile down.

Based on agreements reached by the City of Alexandria and the National Park Service, and upon public testimony and comments, height limits as shown on the building height limits map (Figure 11) are proposed in conjunction with the draft Joint Land Use Plan. The only exception to the above agreement occurs on the western most quarter of the Norton claimed property where the City recommends 50 feet and National Park Service recommends 30 feet.

The purpose for establishing new 30-foot, 50-foot, and 77-foot zones along the waterfront is to insure that any new construction respects the flat plain of the river, the level shoreline, and the existing low scale historic district. These zones will insure the creation of a step-like architectural transition which will be in keeping with the human scale of the historic district and the river's edge.

figure 11

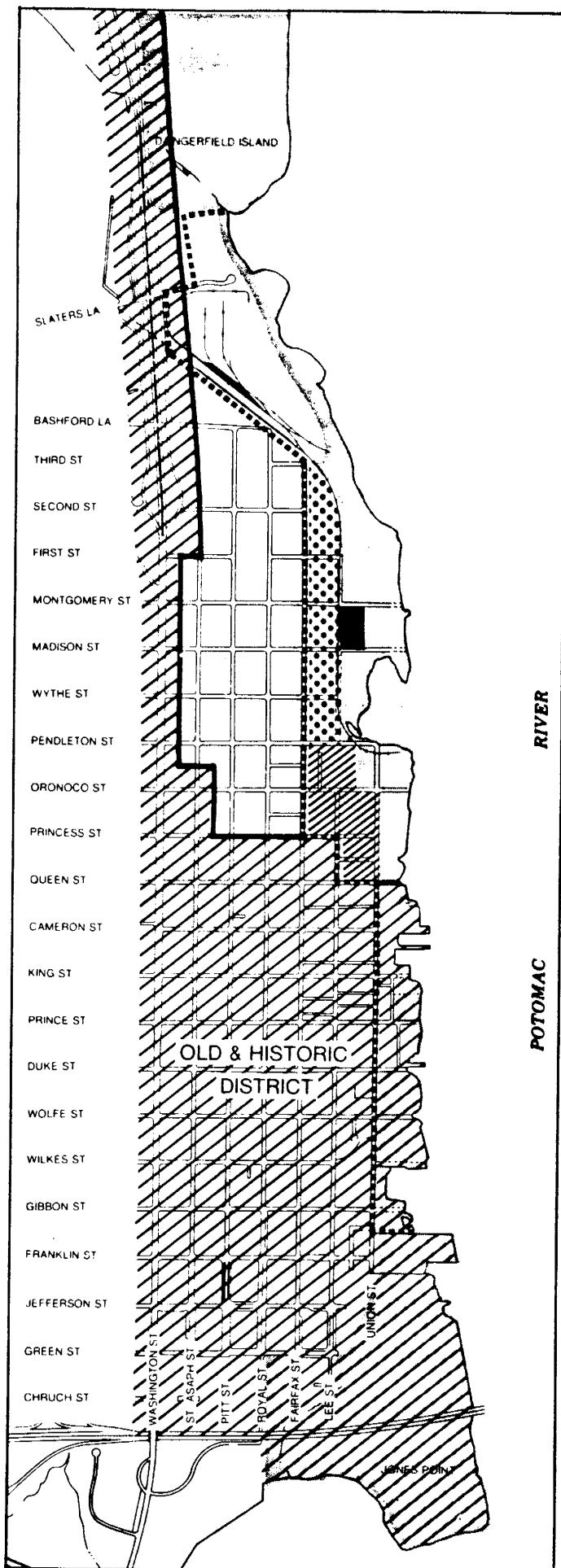
DRAFT JOINT CITY/NPS BUILDING HEIGHT LIMITS



Dancing at the Waterfront Festival.



Picnicing in Founders Park during the Waterfront Festival.



d. MANAGEMENT/OWNERSHIP ALTERNATIVES

Nearly half of the draft Joint Land Use Plan is devoted to laying out three management/ownership alternatives for the Alexandria Waterfront. These alternatives present three possible combinations of roles for the federal government, the City, and the private sector along the Waterfront. On March 10, 1981, the Council of Alexandria endorsed management/ownership Alternative Number 3. To date, the National Park Service has not formally selected an alternative.

The U.S. Department of Justice and the National Park Service have ruled out federal legislation at this time. The City/U.S. October 1981 settlement and the negotiations between the U.S. Department of Justice and the private claimants are generally proceeding along the lines of Alternatives 2 and 3. The feasibility of implementing Alternative 1 is very limited due to the severe constraints on the federal budget and the desire on the part

of the City that the local government have primary responsibility for the waterfront.

The implementation of Alternative 3, City Council's preferred alternative, includes specific recommendations as follows:

"Alternative 3 does not require federal legislation. It is expected that it would be implemented through settlements and/or litigation. The draft Joint Land Use Plan, height controls and this management/ownership alternative could serve as a guide for any individual settlements. Height controls and permitted uses within the study area on lands under the City jurisdiction would be established by rezoning such lands in accordance with a jointly approved comprehensive land use plan. Consideration of any departure therefrom in the future could be subject to a mutually agreed upon procedure in the nature of a covenant which would run with the land. The City would also amend its flood plain ordinance to

TABLE 4

DRAFT JOINT LAND USE PLAN MANAGEMENT/OWNERSHIP ALTERNATIVES

<u>Alternative</u>	<u>Summary Description</u>	<u>Implementation</u>
1. Option 1	WOS/R Lands ¹ owned and managed by federal government; mixed use areas owned by federal government and leased back to the private sector.	Litigation would have to continue and federal legislation would be required.
Option 2	All federally owned land south of Third Street and north of the Ford Plant to be leased to the City and the private sector for their management and development.	Same as above
2.	City would own, manage and develop all WOS/R lands from Third Street south to the old Ford Plant. (The Alexandria Canal Tidelock Park owned and managed either by the City or federal government.) Mixed use areas would be developed and managed by the private sector; these parties would either own or lease their properties.	Through settlements and/or litigation
3.	City would own and manage the majority of WOS/R lands from Third Street to the Ford Plant. On the Bryant, Norton and Andrews properties, the WOS/R area to the west of the 50-foot riverfront promenade/bikeway is designated as "ownership and management dependent upon final settlement. "Mixed use areas would be owned, developed and managed by the private sector. In contrast to Alternative 2, the Old Dominion Boat Club and the western two-thirds of the VEPCO property are designated for private ownership and management.	Through settlements and/or litigation

¹ WOS/R and mixed use areas refer to designations in the Draft Joint Land Use Plan Map (Figure 10).

prohibit construction within the 100-year flood plain on such disputed lands except for specified uses, and then only with the approval of the National Park Service which would not be unreasonably withheld.

Design criteria similar to but more clearly defined than those shown on pages 21-29 of the City's November 1978 draft Alexandria Waterfront Plan would be included in the final draft Joint Land Use Plan. These criteria would set standards for shoreline protection, pedestrian and vehicular circulation, lighting, landscaping and waterfront amenities."

e. FUNDING FOR THE MANAGEMENT/
OWNERSHIP ALTERNATIVES

Both the City and the National Park Service share the objective of acquiring the WOS/R areas shown on the draft Joint Land Use Plan through an absolute minimum expenditure of public funds. It is the Alexandria City Council's position that all acquisition of WOS/R lands will be accomplished by the federal government.

It is the position of the federal government that all those lands that currently lie to the east of the historic 1791 line" are in fact the property of the government. Based on this premise, little or no additional lands would be needed to acquire the WOS/R areas shown on the draft Joint Land Use Plan.

However, it is the position of the defendants in the title dispute that none of the lands in dispute are the property of the federal government. According to the defendants' position, all lands designated for WOS/R, except for City-claimed parkland, would have to be acquired.

The cost of adding additional lands needed to achieve the draft Joint Land Use Plan is impossible to define with any degree of accuracy at this time since the title of the lands is in dispute. Only through settlement or court action can the final land ownership boundaries and any additional acquisition costs be established. If necessary, the draft Joint Land Use Plan could ultimately be adjusted to accomplish the minimum acquisition cost objective.

f. FLOOD PLAIN MANAGEMENT ISSUES

The overwhelming majority of the area encompassed by the draft Joint Land Use Plan is in the Potomac River flood plain. The City's flood plain management program regulates the type of development allowed on the flood plain and requires that new construction be flood proofed. Dredging, filling and construction of piers and docks in the river must be approved by the U.S. Corps of Engineers. Any activity affecting the bed of the Potomac must also be approved by the National Park Service.

Article D of Title 7, Chapter 6 of the Code of the City of Alexandria details the City's adopted flood plain management regulations. These regulations are in compliance with the minimum criteria established by the Federal Insurance Administration of the United States Department of Housing and Urban Development for inclusion in their flood insurance program. It regulates new construction, improvements to existing structures and filling in the 100-year flood plain. The Director of Transportation and Environmental Services must review all site plans, subdivision plats and building permits for conformance with these regulations. The ordinance allows the construction of buildings or structures provided:

- "The lowest floor elevation, including basements, for any residential building....shall be at or above the 100 year flood level...."
- "The lowest floor elevation, including basements, for non-residential buildings or structures....shall be at or above the 100-year flood levelunless all floors below said 100 year flood level....are adequately flood proofed....; provided further that no floor below the 100-year flood elevation shall be used for human or animal habitation, food storage or food preparation."
- "No use, construction or repair shall be permitted if the proposed use, construction or repair, in conjunction with all other uses, existing or possessing a valid permit for construction, would increase the water surface elevation of the 100-year flood more than 0.5 feet."

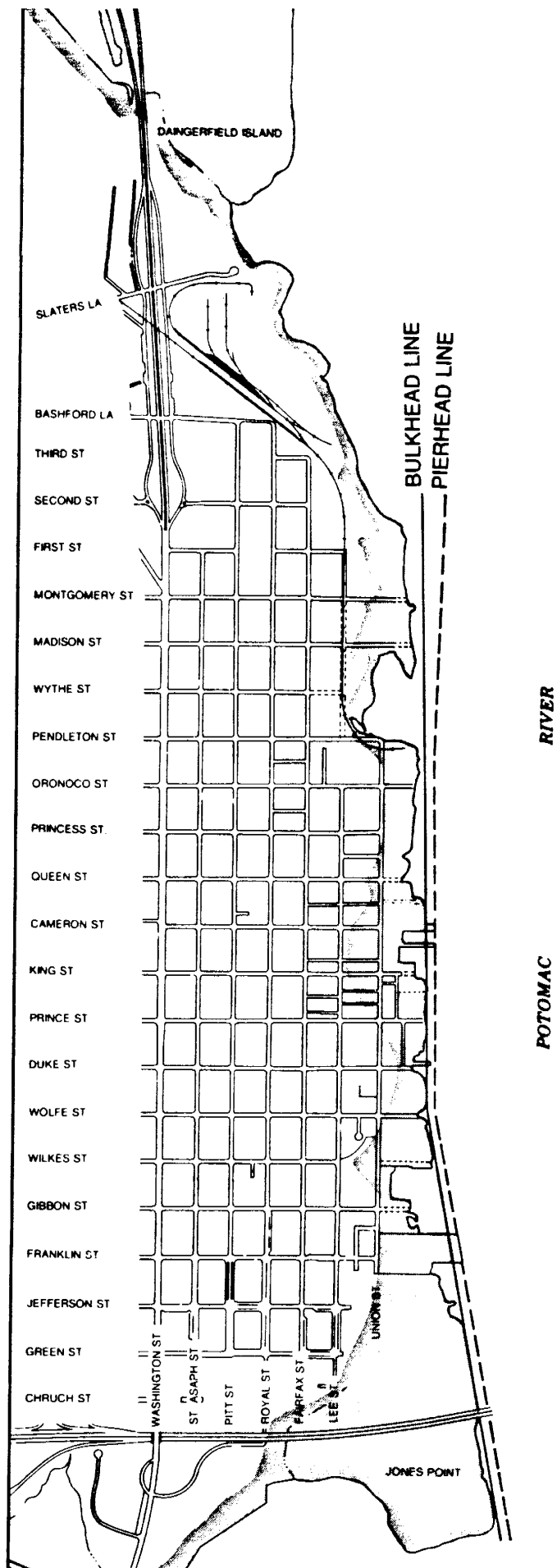
figure 12

FLOOD PLAIN, BULKHEAD AND PIERHEAD LINES

 100 YEAR FLOOD PLAIN
EFFECTIVE 4/30/82



Founders Park at low tide.



RIVER

POTOMAC

figure 13

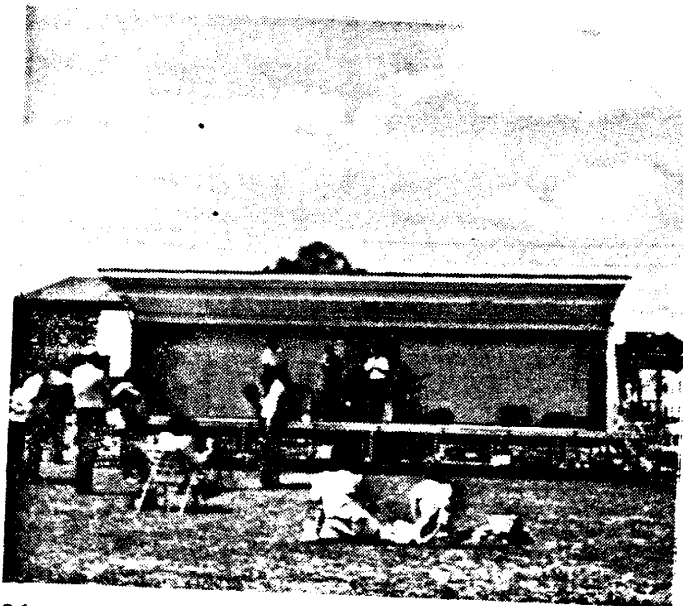
PARKS AND STREET ENDS REVERTING TO THE CITY

STREET ENDS AND PUBLIC RIGHTS-OF-WAY REVERTING TO THE CITY UNDER OCTOBER 1981 TERMS

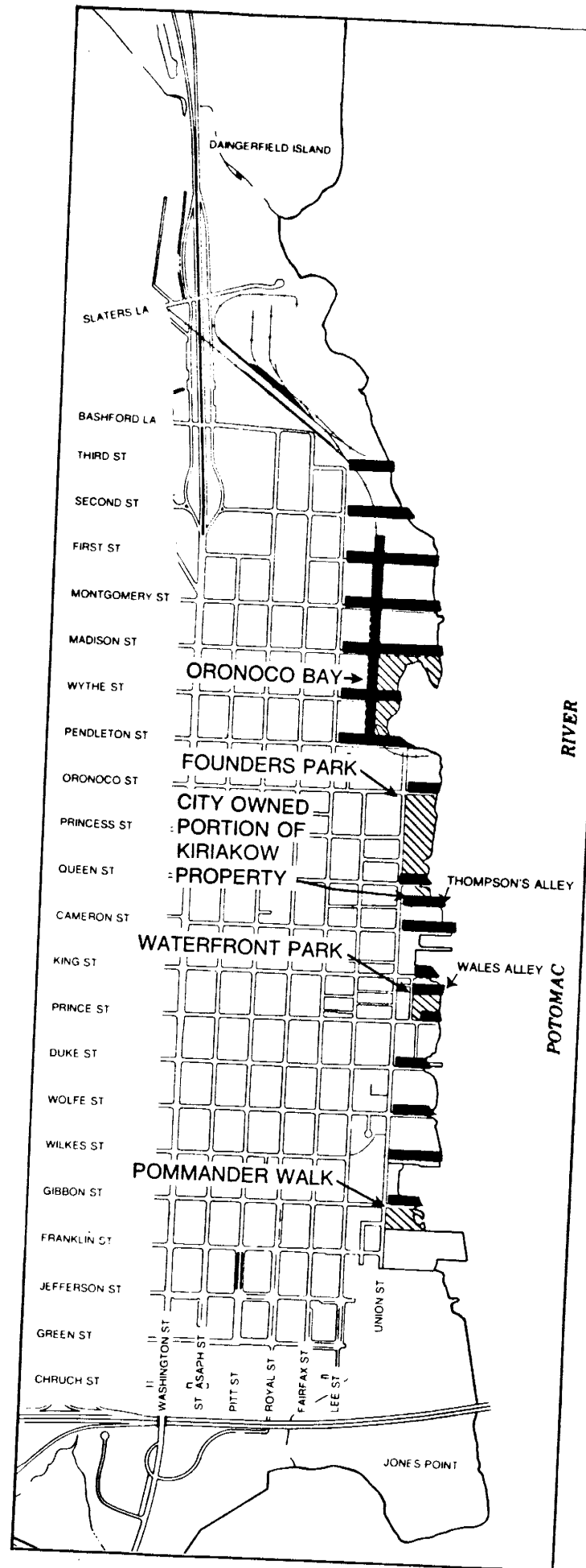
PARKLAND REVERTING TO CITY UNDER OCTOBER 1981 TERMS



Excavation of the Alexandria Canal Tidal Lock.



26 Mobile stage at Waterfront Park.



Based on new base flood elevations provided by the National Flood Insurance Program, the City revised the 100-year Potomac River flood plain effective April 30, 1982. The 100-year flood elevation was reduced on an average by three feet. Consequently, a significant amount of acreage within two blocks of the Potomac was removed from the City's flood plain controls.

The Draft Joint Land Use Plan addresses Executive Order 11988 in considerable detail. Executive Order 11988 requires the Department of Interior "...to avoid to the extent possible, the long and short term adverse impacts associated with the occupancy and modification of flood plains and to avoid the direct or indirect support of flood plain development whenever there is a practicable alternative...."

Executive Order 11988 strengthens federal flood plain policies and has as its intent the reduction of flood loss, minimization of impact on human safety, health and welfare; and restoration and preservation of natural flood plain values. As interpreted in the National Flood Insurance Program, the Water Resources Council guidelines, and the Unified National Program for Flood Plain Management, the executive order recognizes that wise use of the flood plain must be consistent with a balanced view that, in general, seeks neither the abandonment of the flood plain nor their exploitative development.

The Draft Joint Land Use Plan, with approximately 71 percent of the total waterfront dedicated to Open Space and the remainder to Mixed Use meets the criteria of balance and provides for a revitalized urban waterfront. The balance of open space to mixed use, as discussed above, will assure a viable, people-oriented waterfront that can support desirable levels of human use and enjoyment.

Commercial activity on the waterfront is necessary to create an adequate balance between social and economic values. Thus, some development must take place within the flood plain along the Alexandria waterfront in order to ensure that it will be a successful social and economic entity. Because of the desirability of a balanced waterfront, alternatives that would prohibit or substantially reduce mixed use development in the flood plain

are felt not to be practicable alternatives for the Alexandria Waterfront.

5. U.S. Department of Justice/City Settlement of Title Dispute

The Draft Joint Land Use Plan, which was endorsed by the City Council and the National Park Service and presented at the May 14, 1981 joint public hearing, provided the U.S. Department of Justice a land use plan guide in its negotiations with the City and private claimants. After four months of negotiations, the Assistant Attorney General for Land and Natural Resources, Carol E. Dinkins, offered the Alexandria City Council a settlement to the title dispute for five City-claimed parks and certain street ends (Figure 13). On October 6, 1981, the Alexandria City Council accepted the settlement at which time the stipulation of settlement and the consent judgement order were sent to the U.S. District Judge for his signature. He has still to sign the settlement.

The following is a summary of the substantive provisions of the U.S. Department of Justice/City settlement:

- 1) The U.S. relinquishes its right, title and interest in the fast lands as shown on surveys prepared by Holland Engineering, of five City-claimed parcels involved in the litigation (Pommander Walk, Waterfront Park, portion of Kiriaakow property acquired by the City, Founders Park and Oronoco Bay). The City-claimed Old Town Yacht Basin is not addressed in the settlement.
- 2) The City relinquishes its right, title and interest in the land submerged under the Potomac River, being the lands east of the east boundary line of the five parcels as established by the Holland Survey (in most cases this was the mean low water line of the Potomac River).
- 3) The City will adopt a comprehensive plan and zoning ordinance for the Alexandria Waterfront "in general accordance with the height and use restrictions" shown in the Alexandria Waterfront Draft Joint Land Use Plan,

issued in May 1981. The ordinance will impose at least the following height restrictions:

a) buildings or structures shall not exceed 50 feet in the five block area described as follows - from the intersection of Pendleton and Fairfax Streets, two blocks east on Pendleton to Union Street, then three blocks south to Queen Street, then one block west to Lee Street, then one block north to Princess Street, then one block west to Fairfax Street, then two blocks north to Pendleton Street - and that portion of the Norton property 150 feet east of the centerline of the Lee Street right-of-way; b) buildings or structures shall not exceed 77 feet in height in the six block area described as follows - Fairfax Street on the west, Pendleton Street on the south, Lee Street right-of-way on the east and Third Street on the north.

- 4) Future exchanges and modifications will be considered to facilitate relocation and/or settlement with other defendants.
- 5) Alexandria agrees to use best efforts to install and maintain a pedestrian walkway/bike path from Third Street to Jones Point.
- 6) The City agrees to maintain all street ends and rights-of-way as dedicated streets and alleys. Those parts of King Street, Queen Street, Wythe Street, Wales Alley and Pendleton Street lying to the east of the east line of Union Street and Madison and Montgomery Streets 300 feet east of the centerline of Lee Street shall be reserved for pedestrian and non-motorized traffic only. Ingress and egress over Montgomery Street to the Andrews parcel is permitted.
- 7) The City agrees to the following limitations to the use of the five City parks:

Pomander Walk

- a) Use as public park and recreational area; public marinas, transient boat docking, and outdoor restaurants among

other uses allowed. All uses must be open to the public.

- b) 30 foot height limit.
- c) Floor area ratio of .9 permitted.
- d) 25-foot reservation for pedestrian walkway/bikepath.

Waterfront Park

- a) Use as open space public parking area; temporary facilities for special events including transient boat docking and permanent berthing for historic vessels. No buildings allowed related to docking or berthing.
- b) 15-foot height limit.
- c) 25-foot reservation for pedestrian walkway/bikepath.
- d) Maintain 16 existing parking spaces.
- e) No motorized vehicles except for maintenance, repair, etc.

Kiriakow Property Acquired by the City

- a) Public park and recreational area; public marinas, transient boat docking, and outdoor restaurants among other uses allowed. All uses must be open to the public.
- b) 30-foot height limit.
- c) Floor Area Ratio of .9 permitted.
- d) 25-foot reservation for pedestrian walkway/bikepath.
- e) No motorized vehicles except for maintenance, repairs, etc.

Founders Park

- a) Open space, public park area; no buildings allowed related to docking or berthing.
- b) Paved plazas not to exceed 10,000 square feet.
- c) Allows transient docking facilities in the Potomac so long as such facilities do not include buildings or structures.
- d) 15-foot height limit.
- e) 25-foot pedestrian walkway/bikepath.
- f) No motorized vehicles except for maintenance, repairs, etc.

Oronoco Bay

- a) Open space, public park area; no transient boat docking or berthing.
- b) No paved plazas.

- c) 15-foot height limit.
 - d) 25-foot reservation for pedestrian walkway/bikepath.
 - e) No motorized vehicles except for maintenance, repairs, etc.
- 8) Any work or activity in the waters of the Potomac River shall only be done with proper permits from both Interior and the Corps of Engineers.
 - 9) There is a reverter that if any of the covenants with respect to parcels described above, the street ends and public rights-of-way are declared invalid or ultra vires by a court, title to the land vests automatically in the United States. However, paragraph 7 of the stipulation states that if the reverter becomes operative, the United States shall convey fee title to such parcel or parcels to Alexandria.
 - 10) The City agrees that it shall vacate whatever interest it may have in First and Second Streets east of Lee Street and Third Street east of Fairfax Street by December 31, 1981 (which it has done).

The settlement does not address the Old Town Yacht Basin because of the added complexity of sorting out the rights of the City and the operators of the Old Town Yacht Basin. There is a clear hierarchy of controls placed on the five City parks. The Pommander Walk and City portion of Kiriakow property have the least restrictions (30-foot height limit and .9 Floor Area Ratio). Waterfront and Founders Park have more restrictions (15-foot height limit) and Oronoco Bay is the most restrictive (no transient boat docking or berthing, no paved plazas). Although the consent judgment order has not been signed by the District Court Judge, the City is proceeding as if the order were in effect.

6. Park Planning Efforts Currently Underway

There are numerous major park planning efforts underway at this time. These reflect the commitment of the City to acquiring, planning for and improving waterfront properties in the process of creating a waterfront park system. These planning efforts are summarized in Figure 14. Together with the landscaping

of Founders Park, the end of King Street, and Waterfront Park, the Torpedo Plant Redevelopment Project (under construction since March, 1982) dramatically shows the opportunity for improving public access to the river in the Central Waterfront. The critical improvements to the Waterfront plaza, docks and piers are scheduled for Fiscal Years 1983-1985.

Both of the National Park Service's major holdings on the Alexandria Waterfront, Daingerfield Island and Jones Point, are under study. At Daingerfield Island, the National Park Service issued a development concept plan for improvements to the 107 acre park. At Jones Point, the City is refining a plan for limited improvements to include an environmental assessment for National Park Service approval. If approved, the National Park Service would then enter into a long-term maintenance agreement with the City.

The Oronoco Bay and Founders Park planning are aimed at modest improvements to essentially passive parks. They both represent planning partnerships - the City and United Way of America in the case of Oronoco Bay and the City and Founders Park Community Association in the case of Founders Park.

The National Trust for Historic Preservation funded Alexandria Canal Tidal Lock project focuses attention on one of two waterfront-related National Register sites. A tidal lock restoration plan is scheduled to be completed by the end of the summer.

Construction of key links of the waterfront walkway/bikeway are now under way at the Ford Plant and Jones Point. The National Park Service is currently preparing construction drawings for a bike trail connecting Daingerfield Island to the existing Lee Street right-of-way bike trail. It is expected that this trail will be under construction this summer.

Lastly, two overall waterfront consultant studies are underway addressing the need for dredging and suggested river's edge treatment, planting, pavement materials, lighting, and street furniture. These consultants will report their findings this summer and early fall.

figure 14

WATERFRONT PARK PLANS IN PREPARATION OR UNDER REVIEW

1) DAINGERFIELD ISLAND

NPS DEVELOPMENT CONCEPT PLAN FOR IMPROVEMENTS TO THE 107 ACRE PARK ISSUED IN MAY 1980; FINAL NPS APPROVAL EXPECTED SHORTLY.

2) MARINA TOWERS/PEPCO BIKE PATH

NPS CURRENTLY PREPARING CONSTRUCTION DRAWINGS FOR BIKE TRAIL TO BE CONSTRUCTED THIS SUMMER.

3) ALEXANDRIA CANAL TIDAL LOCK PROJECT

NATIONAL TRUST FOR HISTORIC PRESERVATION FUNDED CANAL TIDAL LOCK RESTORATION PLAN TO BE COMPLETED THIS SUMMER.

4) ORONOCO BAY

UNITED WAY AND CITY DEVELOPING A PARK PLAN TOGETHER.

5) FOUNDERS PARK

CIVIC ASSOCIATION PLAN PREPARED AND BEING CIRCULATED INFORMALLY.

6) TORPEDO PLANT REDEVELOPMENT PROJECT

FIRST PHASE UNDER CONSTRUCTION (OFFICES, PARKING AND ART CENTER); WATERFRONT PLAZA, DOCK & PIER IMPROVEMENTS ARE SCHEDULED FOR FY 83 AND 84.

7) FORD PLANT

BIKE PATH UNDER CONSTRUCTION IN MAY; PROPOSAL TO CONVERT FORD PLANT TO SAILING CENTER UNDER DISCUSSION WITH GSA.

8) JONES POINT

CITY IMPROVEMENTS PLAN UNDER REVIEW BY PARK AND RECREATION AND PLANNING COMMISSIONS; AFTER CITY COUNCIL REVIEW, PLAN WILL BE FORWARDED TO NPS FOR THEIR APPROVAL.



30 The Jones Point Lighthouse is currently under renovation.

